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ABSTRACT

This final report of the Montana Commission on Post Secondary Education discusses information and projections relevant to present and future needs, resources, and the economic and social trends relating to the future of postsecondary education. The 11 chapters of the report are: 1. New Times, New Conditions, New Choices; 2. Goals; 3. Educational Policies; 4. Governance; 5. Planning; 6. Financing; 7. Institutions and Their Missions; 8. Health Care Education; 9. Native Americans and Postsecondary Education; 10. Accountability; and 11. Additional Recommendations. The appendixes to the report provide: Supplementary Data; Staff and Technical Reports; Membership of Technical Groups; Public Hearings Held by Commission; Recommendations; House Bill 578; Montana Public Postsecondary Educational Institutions; State-Level Governance of Montana Education; Roll Call Votes; and Minority Reports. (DB)

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final report

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December 1, 1974

LETTER OF TRANSMITTAL

Honorable Thomas L. Judge
Governor, State of Montana

Members of the Legislative Assembly

Members of the State Board of Education
State Capitol
Helena, Montana 59601

Ladies and Gentlemen:

In accordance with House Bill 578 (1973 Session), I am transmitting the findings and recommendations of the Montana Commission on Postsecondary Education.

This report completes the Commission's charge. The recommendations included herein will shortly come before you in the form of legislation and policy proposals.

I hope the report will be widely disseminated, thoroughly discussed and fully implemented.

Respectfully submitted,

Ted James

TED JAMES
Chairman

TJ:cm

final report

Montana Commission On Postsecondary Education

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INTRODUCTION

HOUSE BILL NO. 578

The 1973 Legislature created the Montana Commission on Postsecondary Education* and directed it to "make a detailed and thorough study of postsecondary education in this state." The Legislature mandated that specific attention be given to inventories of postsecondary educational resources, accountability, planning and coordination, and access for all persons who desire and can benefit from postsecondary education.

ORGANIZATION OF THE STUDY

The Montana Commission on Postsecondary Education, consisting of 30 members appointed by Governor Thomas L. Judge, organized on July 9, 1973. We proposed a five-phase outline and schedule for the study of postsecondary education in Montana:

Phase 1. Identification of Issues and Problems
Adoption of Study Plan (July - September, 1973)
Phase 2. Information gathering (October, 1973 - May, 1974)
Phase 3. Draft Report (June - July, 1974)
Phase 4. Public Hearings on Draft Report (September, 1974)
Phase 5. Adoption of Final Report (October - November, 1974)

During Phase 1, views of the commission, the educational community and the general public were solicited concerning questions and issues that should be studied. Approximately 1,800 letters were sent to persons throughout the state. Commission Chairman Ted James, in several radio and television appearances, invited the public to offer comments and suggestions. In addition, the staff and many of us on the Commission met informally with educators and concerned citizens.

After digesting the information from these sources, reviewing previous studies, analyzing available data on postsecondary education in Montana and considering information from the staff, we adopted our proposed study plan at the October 1, 1973 meeting. Since then we have conducted thirteen public hearings (see Appendix D); sponsored a survey of institutional goals; commissioned staff and technical reports which explore issues and various aspects of higher education (see Appendix B); consulted with members of the higher education system, members of the executive and legislative branches of government, and many state and national experts who have researched and written about higher education; developed a mailing list of concerned individuals and organizations and read much of the higher education literature.

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*See Appendix F.

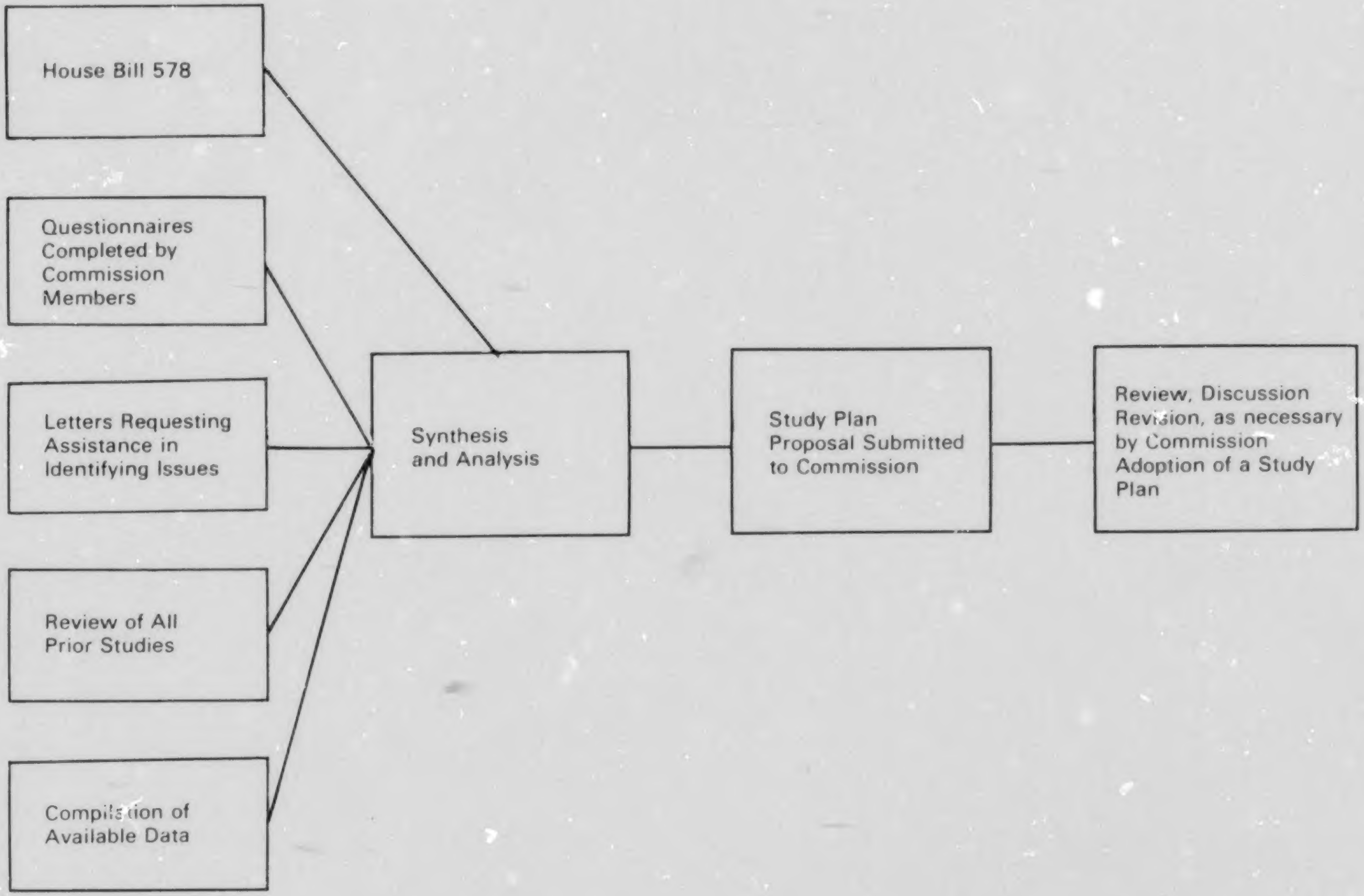
The Commission acknowledges the cooperation of Montana's institutions of postsecondary education. We estimate that they have provided the equivalent of several hundred thousand dollars in staff time devoted to advisory committees and to data collection. Without this assistance the Commission would have been unable to develop the data base which was so essential to our deliberations.

The orientation of this study is toward the present and future. We gathered all available information and projections relevant to present and future needs, resources and the economic and social trends relating to the future of postsecondary education. We attempted to

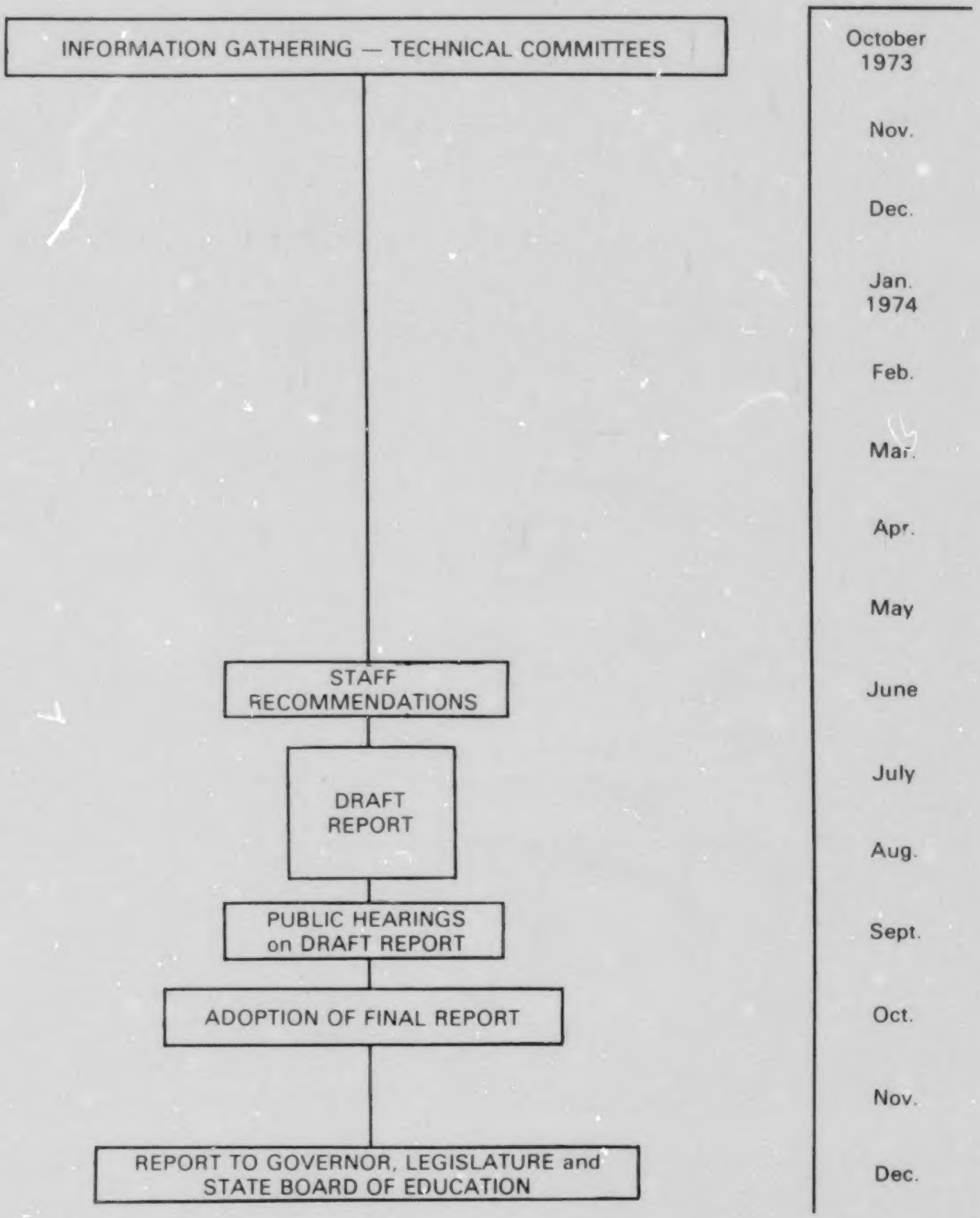
—assess present and future needs and aspirations for postsecondary education.
—determine goals, objectives and priorities of Montana postsecondary education.
—determine the resources available to meet present and future needs.
—determine the most educationally effective and economically efficient ways to meet needs and achieve goals.
—develop specific policies for the future of Montana postsecondary education.

This report draws together our final conclusions. The recommendations are the result of over one and a half years of study, public participation and intensive deliberations.

FORMULATION OF THE STUDY PLAN


House Bill 578
Questionnaires Completed by Commission Members
Letters Requesting Assistance in Identifying Issues
Review of All Prior Studies
Compilation of Available Data
Synthesis and Analysis
Study Plan Proposal Submitted to Commission
Review, Discussion Revision, as necessary by Commission Adoption of a Study Plan

COMPLETION OF COMMISSION STUDY


INFORMATION GATHERING — TECHNICAL COMMITTEES
STAFF RECOMMENDATIONS
DRAFT REPORT
PUBLIC HEARINGS on DRAFT REPORT
ADOPTION OF FINAL REPORT
REPORT TO GOVERNOR, LEGISLATURE and STATE BOARD OF EDUCATION
October 1973
Nov.
Dec.
Jan. 1974
Feb.
Mar.
Apr.
May
June
July
Aug.
Sept.
Oct.
Nov.
Dec.

1

NEW TIMES, NEW CONDITIONS, NEW CHOICES

The establishment of the Montana Commission on Postsecondary Education in mid-1973 occurred at a critical point in the history of postsecondary education nationally. The post-World War II era of dynamic growth, with emphasis on expanding colleges and universities to accommodate increasing demands of 18-21 year olds for admission, had come to an abrupt halt. All indicators pointed to an era of stability and retrenchment with decreased demands from traditional clienteles for higher education. At the same time, there were signs of increased demands for vocational-technical education and educational services from persons older than the traditional college age. In short, Montana and most other states found themselves entering a new era of education beyond high school — an era characterized by new educational, demographic, political and economic conditions. This era will clearly require new types of planning if the state is to adjust to the needs of its citizens for educational opportunities beyond high school.

PROFILE OF MONTANA POSTSECONDARY EDUCATION

Montana Postsecondary Education comprises six units of the Montana University System, three community colleges, five vocational-technical centers and three independent colleges.

The two universities — University of Montana, Missoula and Montana State University, Bozeman — are comprehensive undergraduate, graduate, research and public service institutions.

Three state colleges — Eastern Montana College, Billings; Western Montana College, Dillon; and Northern Montana College, Havre — are undergraduate teaching institutions with responsibilities in the liberal arts through the baccalaureate level and teacher education through the master's level. Northern Montana College has had a traditional responsibility in vocational-technical education and vocational teacher training. The fourth state college, Montana College of Mineral Science and Technology in Butte, has traditionally specialized in mineral science and technology and has developed an undergraduate liberal arts program at the baccalaureate level, as well as continued undergraduate and graduate work through the master's level in mineral science and technology.

The three community colleges — Dawson College, Glendive; Miles Community College, Miles City; and Flathead Valley Community College, Kalispell — have provided instruction and services for student residents within the community college district in academic, occupational and adult education.

1

NEW TIMES, NEW CONDITIONS, NEW CHOICES

The five vocational-technical centers, located in Billings, Butte, Great Falls, Helena and Missoula, provide postsecondary vocational-technical education to persons who qualify. Vocational education prepares or improves the student for jobs that do not require a baccalaureate or higher degree.

Also offering postsecondary educational services to state residents are the three independent institutions — Carroll College, Helena; College of Great Falls, Great Falls; and Rocky Mountain College, Billings.

In addition, proprietary schools (of which the state has a variety) provide specialized services and perform an additional training function in higher education.

ENROLLMENT IN COLLEGES AND UNIVERSITIES

Enrollments declined significantly in the colleges and universities in the Montana University System between 1970-71 and 1973-74. Overall enrollment has decreased by more than 3,100 full-time equivalent students or 13%, while four of the six institutions have experienced decreases of more than 25%.* The total decreases exceed the combined 1973-74 enrollments of Montana College of Mineral Science and Technology, Western Montana College and Northern Montana College. The most significant reason for this decline is that fewer students elected to attend colleges and universities upon graduation from high school.

THE LONG-TERM PROSPECTS

While the enrollment decreases are attributable to student choice rather than significant reductions in the numbers of high school graduates, the latter will become a major factor soon. Elementary school enrollment (grades 1-8) has been falling steadily from 121,219 in 1969-70 to approximately 113,500 in 1973-74. Additionally, the Montana birth rate decreased from 27.3 live births per 1,000 estimated population in 1965 to 15.8 live births per 1,000 in 1973. In absolute numbers, live births have declined in twelve of the last thirteen years and dropped from 17,646 births in 1959 to 11,392 in 1973.**

Thus, all available signs point to a diminished demand for higher education on the part of high school graduates in future decades. Even if the proportion of high school graduates who attend college increases — and there are no signs that such an increase is likely — the actual number of high school graduates and of students in the 18-21 year age group will decrease in the 1980s and 1990s.***

THE ERA OF POSTSECONDARY EDUCATION

Adjusting to the end of the era of dynamic growth is the most critical challenge facing Montana and its institutions of higher education. It can already be seen that the impact of the new era will affect different institutions to different degrees and in different ways. Even those institutions which experience relative stability will probably face internal enrollment problems if student interests continue to shift rapidly among programs. In these circumstances institutions will face considerable difficulty in adopting staffing and curriculum to new needs, especially if overall enrollment is insufficient to justify larger teaching staffs.

Some of the implications of the new era include

—excess capacity. The system, which was developed to accommodate the growing enrollments of the 1960s, may be over-built for the needs of the 1970s, 1980s and 1990s.

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*See Appendix A-1, Chart 1.

**See Appendix A-7.

***Another way of illustrating the probable impact of reduced birth rates is that those born in 1955 constituted the pool of potential 18-year-old freshmen in 1973. In 1955 there were 17,454 live births in Montana. Those born in 1973 represent the pool of 18-year-old freshmen for the year 1991. In 1973 the number of live births in Montana was 11,392, a decline of 6,062 or 35 percent.

—less need to train new elementary and secondary teachers as birth rates and public school enrollment decline.

—the likelihood of increased competition for students among institutions of postsecondary education as each struggles to maintain its size.

—almost certain financing difficulties. Public educational institutions are funded primarily on the basis of enrollments and will have difficulty justifying larger budgets, even though educational costs will continue to rise and some costs (e.g., physical plant maintenance, bonded indebtedness) are "fixed" — that is, unaffected by enrollment levels. There appears to be little likelihood of significant increases in federal support.

—difficulties in maintaining internal flexibility, particularly in faculty staffing. The proportion of tenured faculty will tend to increase, as will the average age of faculty as new hiring to accommodate expansion disappears.

—problems in innovating and responding to needs for new programs. New initiatives will often have to be funded through internal re-ordering of priorities rather than through larger overall budgets.

—opportunities to refine and improve education as pressures to absorb growth diminish.

Another new element which presents both problems and opportunities is the fact that Montana and other states are entering an era of postsecondary education, as distinguished from higher education.* In the past, most states, including Montana, have been primarily concerned with traditional academic education of 18-24-year-olds in their planning efforts. There is now a need to plan comprehensively for education beyond high school, taking all the forms of postsecondary education into account. This means that vocational and technical education, public and private, will receive more attention.

Growing numbers of students recently have chosen vocational education. This tendency was documented by a United States Department of Labor report on the high school graduates of 1972. By October of 1972,

—about one-third of the graduates had enrolled in special schools, such as trade schools.

—the lowest proportion in five years went to college.

—of those who did not attend a postsecondary institution, more than 90 percent of the men and 75 percent of the women were working or looking for work.

—the development of company-sponsored "in-house training programs" may have encouraged youth to seek jobs immediately upon high school graduation.

It is impossible to determine whether these trends will accelerate, stabilize or decelerate. However, vocational education clearly will continue to play a critical role in the world of postsecondary education.

In short, policymaking and planning at the state level must be concerned with public and private, academic, occupational and professional education and their interrelationships with the entire spectrum of postsecondary educational resources and opportunities. This may help to eliminate some of the artificial status distinctions and barriers between the different types of education beyond the high school.

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*"Higher education" refers to colleges and universities. "Postsecondary education" encompasses all education beyond high school including, but not limited to, colleges and universities.

1

NEW TIMES, NEW CONDITIONS, NEW CHOICES

NEW CLIENTELES AND NEW DEMANDS

At the very time that many institutions of postsecondary education face a diminished demand from their traditional clienteles of 18-21 year-olds, there are signs of increasing desires for education on the part of adults beyond the traditional age of postsecondary education. This potential clientele includes persons wishing to complete education disrupted in their youth, persons needing occupational upgrading, persons making career changes and those seeking education for personal enrichment.

In a national effort to assess the demand for adult education, the Commission on Non-Traditional Study conducted a representative survey of the approximately 104 million in the 18-60 age group throughout the nation, excluding those persons who were already full-time students. When asked if they were interested in additional learning, 76.8 percent representing 79.8 million Americans responded affirmatively. When asked to indicate their first choice of an area of learning, the respondents answered as follows:

Area of Learning	**Percent**	**Number of Learners** (in millions)
Vocational Subjects (excluding agricultural)	43.0	34.3
Hobbies and Recreation	13.4	10.7
General Education	12.6	10.1
Home and Family Life	12.0	9.6
Personal Development	6.8	5.4
Public Affairs	4.5	3.6
Religious Studies	3.0	2.4
Agriculture	2.9	2.3

Another survey based upon data collected by the Bureau of the Census attempted to identify the number of adults participating in continuing education. ("Adult continuing education" was defined as organized instruction for persons 17 and over who are not regular full-time students.) It was found that in 1971-72, more than 15 million persons participated in adult and continuing education, nearly twice the number of students enrolled for degree credit. From 1969-1972, there was an increase of more than 20 percent in the number of participants in adult education. About half of those enrolled in 1972 were in occupational programs; about one-fourth were in general education.

The questions raised by the growing demand for adult education include

How should the state and its postsecondary institutions respond?

How can these demands best be met when many adults do not have ready access to a postsecondary campus?

OTHER SIGNIFICANT TRENDS

In addition to the changes already discussed, other forces for change are at work in the world of postsecondary education. Some of these include

—Increasing concern for the quality and cost of education on the part of the public and those who participate in postsecondary education. Not the least of these concerns is the insistence by those responsible for appropriating public funds that the maximum educational benefits be obtained for every dollar spent. The word "accountability" has come to stand for the responsibility of postsecondary education to achieve demonstrable educational effectiveness and cost efficiency.

—Demands by women and minority groups for equitable participation in postsecondary education in the student bodies and on the faculties and staffs.

—Greater use of technology to deliver instruction on and off the campus. The Carnegie Commission on Higher Education has predicted that by the end of this century, as much as 10 to 20 percent of on-campus instruction and 80 percent of off-campus instruction may be provided by information technology. Much of this technology will facilitate independent study. It will also lessen the need for brick and mortar for residential institutions.

FACING THE FUTURE

While it is impossible to determine the precise impact of these trends, the future of postsecondary education will differ markedly from the past. Simply conducting "business as usual" will not make the new realities disappear. Yet, change for its own sake should be avoided too; however, the assumption that old responses will be adequate for new problems and opportunities is equally dangerous. The choice that confronts the people of Montana is whether to begin to prepare for the conditions of the 70's, 80's, 90's and beyond, or to let ourselves drift into the future locked into historical patterns which fail to address the real needs of our times.

2

GOALS

A statement of goals is the first step in planning for the future of Montana postsecondary education.

Our goals must be challenging in order to evoke the best response — the highest degree of excellence — from all those involved in postsecondary education. At the same time they should be realistic in order to serve as yardsticks of our achievements and deficiencies and as criteria for present and future policies. Above all, our goals should recognize **learning** as the central mission of postsecondary education.

On the basis of these considerations, we propose the following statement of goals.

1. *Our primary goal as a Commission and the primary goal of Montana postsecondary education should be to enhance the opportunities for learning available to Montanans. We are concerned about the quantity and quality of learning opportunities. And we believe that the learning experiences available through our institutions should respect the individualism and diversity of Montanans.*

   In this spirit we propose the following long-range goals for Montana postsecondary education:

   —Equal and universal opportunity for Montanans with motivation and ability to benefit, regardless of race, creed, sex, age, national origin or economic status to participate in postsecondary education.

   —A comprehensive system of postsecondary education which provides sufficient programs and experiences to meet the needs of Montanans.

   —A variety of educational experiences and organizations to reflect the educational goals and learning styles of persons whose needs must be met by postsecondary education.

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2 GOALS

—*Commitment to the growth and self-realization of the individual student including intellectual, personal and vocational development.*

—*Excellence in all aspects of postsecondary education, including instruction, research and public service.*

—*Coordination and planning to assure diversity, comprehensiveness and cooperation between units and systems of postsecondary education and protection of the public interest.*

—*Continuous innovation and self-renewal in all institutions of postsecondary education.*

—*Protection of academic freedom and assurance of academic responsibility.*

—*Flexibility at the state, system and institutional levels to facilitate adaptation to changing circumstances.*

—*Responsiveness to changing needs of the state, communities and people of Montana, which includes bringing the resources of postsecondary education to bear upon the problems of society.*

—*Use of resources in the most educationally productive and cost-effective ways, including resources that exist in people with special skills, professional or otherwise.*

—*Accountability which protects the rights of all who participate in postsecondary education, including students, faculty, staff and taxpayers.*

3

EDUCATIONAL POLICIES

Montana must take specific steps to develop a coordinated postsecondary education system capable of creating comprehensive educational services. However, these efforts will be in vain unless similar steps are taken at the institutional level. As the institutions participate in planning more fully, educational policy must be developed to encompass a very diversified student body. Meeting the varied needs, abilities and aspirations of their clients, while fulfilling the social and economic requirements of society, will be a demanding task.

The response to this challenge of expansion in educational policy (both quantitative and qualitative) must be increasingly diversified and coordinated. Within higher education the particular role of each institution and program must be clearly specified. Every unit must also assume responsibility for developing a high degree of competence and effectiveness in its role. Concurrently, educational policymaking must be coordinated effectively to avoid gaps and unwarranted duplication, to eliminate mutually destructive warfare between divided faculties, and to facilitate student transfer and continuity in learning.

The traditional concept of a campus as an academically self-sufficient unit, able and striving to meet all the needs of its students and faculty, is out of step with the need for interinstitutional cooperation. Different institutions do different things well; few institutions are able to offer an exhaustive range of educational services. Through interinstitutional cooperation, the student benefits by having ready access to the resources of all institutions.

TIME-SHORTENED BACCALAUREATE

Over the past hundred years, numerous proposals have been made to shorten the length of time required for the bachelor's degree. Most of the proposals were directed at reducing the four-year course to three years and/or shifting major portions of the baccalaureate curriculum into the high school program. Historically, proponents of these changes have been leaders of American higher education, including Presidents Charles W. Elliot of Harvard, Daniel Cort Gilman of Johns Hopkins, and Robert W. Hutchins of University of Chicago. Their position was summarized succinctly by Gilman in 1876.

> I see no advantage in attempting to maintain the traditional four-year class system of American colleges . . . the number four has nothing sacred or mystical about it. It is an accidental, not an essential unit.

3

EDUCATIONAL POLICIES

Recently, there has been renewed interest in a time-shortened baccalaureate. Much of this interest was sparked by the Carnegie Commission report, **Less Time, More Options,** which recommends the three year B.A. and reductions in the time required to earn Ph.D. and M.D. degrees. The Carnegie proposal was based on several criteria, such as studies showing a large amount of curriculum overlap between the senior year in high school and the freshman year of college, the possibility of increased efficiency and lower costs, and the desirability of program flexibility and of a rethinking of the meaning of the baccalaureate.

Some impetus for shortening the baccalaureate comes from those who believe the length of time students spend in formal schooling is excessive. The Panel on Youth of the President's Science and Advisory Committee, chaired by James Coleman of Johns Hopkins University, recently expressed concern that formal education has become too dominant in the lives of young people.

> But schooling, as we know it, is not a complete environment giving all the necessary opportunities for becoming adult. School is a certain kind of environment: individualistic, oriented toward cognitive achievement, imposing dependency on and withholding responsibility and authority from those in the role of students. So long as school was short, and merely a supplement to the main activities of growing up, this mattered little. But school has expanded to fill the time that other activities once occupied, without substituting for them. These activities of young persons included the opportunities for responsible action, situations in which he came to have authority over other matters that affected other persons, occasions in which he experienced the consequences of his own actions, and was strengthened by facing them — in short, all that is implied by 'becoming adult' in matters other than gaining cognitive skills . . .
>
> Society has passed through two phases in its treatment of youth. In the first, which may be characterized as the work phase, young persons were brought, as quickly as physical maturity would allow, into economic productivity to aid the economy of the family. In the second phase, which may be described as the schooling phase, young persons are being kept, as long as possible, in the school and out of the labor force to increase their potential for productivity.

A study sponsored by the American Association of State Colleges and Universities cited time-shortening programs at 243 colleges and universities. Four basic approaches are being used:

—Reduction through curriculum reform and revision of degree requirements.

—Reduction by cooperation between high schools and colleges.

—Reduction through the award of advanced standing with credit.

—Reduction through individualized degree programs.

The major obstacles to a time-shortened B.A. are fears that educational quality may suffer, and the reluctance on the part of institutions to initiate policies which may further reduce enrollments. Despite these obstacles, Montana should begin to experiment with time shortened bachelor's degrees.

We recommend, therefore, that

2. *Initial access to opportunity for achieving the baccalaureate degree in less than four years be increased.*

    a. *The Board of Regents, the Board of Public Education, the Superintendent of Public Instruction and the Commissioner of Higher Education should cooperate to insure that the opportunity for qualified high school students to earn college credits is promoted on a statewide basis. These opportunities should include (but not be limited to):*

    (1) **Advanced placement.** *This is a program*

administered by the Educational Testing Service designed to prepare high school students for advanced courses when they enter college. Students who qualify should be given credits and be excused from required freshmen courses.

(2) **College courses**. *Qualified high school juniors and seniors should be allowed to enroll concurrently in high schools and colleges and to complete and receive college credit for courses prior to high school graduation.*

(3) **Testing**. *Where appropriate, students in high school and college should be encouraged to earn college credit through the College Level Examination Program (CLEP) and through challenge examinations. Once admitted to college, students should be allowed to challenge as many courses by examination as they choose. The level of achievement required and the grading criteria should be the same as that for students who actually take the course.*

(4) **Early admissions**. *Students who are advanced academically should be allowed to enroll in college before completing high school.*

(5) **College courses at the high school**. *Some high school teachers are qualified and others should be provided training to offer freshmen level courses to high school seniors and any other potential college students. This would require cooperation between high schools, colleges and universities, and accrediting associations.*

b. The Regents and the Commissioner of Higher Education should encourage and seek to provide incentives for experimentation with restructuring of baccalaureate programs from four to fewer years without requiring course overloads and/or summer session attendance.

(1) If time-shortened baccalaureates are developed, they should be available as options to students.

(2) The results of experimentation with the time-shortened bachelor degree should be rigorously evaluated to insure that standards of quality and student performance are maintained at a level equal to the traditional program.

While experiments with the shortened bachelor's degree are being conducted and evaluated, steps should be taken to prevent the required time from being lengthened except under extraordinary circumstances. One such step is for governing boards to monitor increased graduation requirements and to approve any such increases.

3. *The approval of the Board of Regents should be required for:*
    - a. *any change in the number of credit hours or courses required for graduation by a unit to the University System;*
    - b *any change in the number of credit hours or courses in specific subject areas required for graduation by any college, department or other subdivision of a University System unit.*

UNDERGRADUATE EDUCATION

Much has been written and spoken about the need to strengthen undergraduate education and to reassess many of the traditional approaches. Most of this re-evaluation and improvement can be accomplished only at the institutional level by those who are responsible for and participate in teaching and learning. Specifically, there must be a renewed effort to improve the teaching-learning process, to develop curriculum oriented to problems and themes as well as to academic disciplines, and to design learning environments conducive to individual personal development. Education at all levels should be more concerned with providing opportunities for the development of the total person, including cognitive and affective growth, the achievement of a sense of self-worth, self-confidence and the capacities for personal responsibility, value judgments and creativity and informed citizenship. While improved teaching and learning are the direct responsibility of the institutions of postsecondary education, they often need to be stimulated by an external group or a governing board.

4. *Each public university and college should establish a committee of faculty, students and administrators to consider methods of strengthening undergraduate education including, (but not limited to):*
    - a. *organization of a regular campus program on teaching*
    - b. *improvement of methods of evaluating teaching and development of non-punitive evaluation designed to assist faculty members to improve teaching*
    - c. *application of new knowledge about the learning process as it relates to higher education*
    - d. *development of interdisciplinary theme and problem-oriented programs and courses*
    - e. *development of systems for recognizing and rewarding excellence in undergraduate teaching*
    - f. *experimentation with new methods of evaluation of student performance*
    - g. *re-evaluation of the lecture method as the dominant instructional mode in higher education*
    - h. *evaluation of teaching by students and peers*
    - i. *opportunities for students to gain community service and work experience as part of their education and for credit*

j. *establishment of a timetable by the Regents for the work of these committees on the campuses as well as review of the reports of the committees — a statewide conference might be desirable at some point in the process in order to stimulate communication between the committees*

k. *utilization of persons outside the academic community with relevant work experience as teaching resources*

POSTSECONDARY — SECONDARY COOPERATION

The Technical Report prepared for us on "Relations Between Post-secondary Education and Secondary Education" noted that ". . . the boundaries between high school work and college work are becoming less distinct, and it is essential that any emerging postsecondary system takes this into account." The future will require a close working relationship between the two levels of education. We feel that the State Board of Education, the Superintendent of Public Instruction and the Commissioner of Higher Education should lead in building bridges between high schools and postsecondary units.

5. *The State Board of Education should immediately establish a permanent committee on relations between secondary and postsecondary education. The committee should include members of the Board of Public Education and the Board of Regents. It should promote program articulation between secondary and postsecondary education and provide a forum for discussion of other overlapping issues, problems and ideas.*

6. *There should be continuous liaison between the staffs of the Superintendent of Public Instruction and the Commissioner of Higher Education. There should be joint studies of issues of mutual concern.*

COORDINATION WITHIN POSTSECONDARY EDUCATION

Steps must be taken to improve coordination, student transfer procedures and interinstitutional cooperation. Institutions will need to coordinate their administrative arrangements to facilitate student flow. Governing boards will have to play a consumer-protection role by acting as a court of last resort on issues involving transfer of credit. And institutions will have to learn to evaluate achievements and proficiencies of students transferring from other types of institutions.

7. *The following steps should be taken to improve coordination and articulation within the University System and postsecondary education.*
   a. *The Board of Regents and the Commissioner of Higher Education should do all that is possible to assure the maximum transferability of credits among the units of the University System and the community colleges.*
      (1) *Each institution should establish an appeal process for students whose credits are not accepted or are not applied to their major.*

(2) After the institutional appeal process has been exhausted, there should be a procedure for appeal to the Board of Regents on issues involving acceptance of credits.

b. In determining transferability of credits and courses, postsecondary educational programs should be evaluated on their own merits, regardless of the type of institution (or its form of governance) in which the credits were earned.

c. Opportunities for concurrent enrollment in the University System and the vocational-technical centers should be made easily available and encouraged.

d. Insofar as space and other considerations allow, the full instructional resources of the University System should be made available to all students at all campuses. Concurrent registration at two units should be permitted without financial penalty. Additionally, students should be permitted to attend another unit for a period of one quarter or more without officially transferring.

e. The Commissioner of Higher Education should sponsor an annual conference on articulation in which faculty from the departments of the University System units and the community colleges meet with their counterparts to discuss issues of student and program articulation and interinstitutional cooperation.

f. So far as practicable, a common system of course numbering and credit allocations should be developed within the University System and community colleges. The purpose of this system is not to enforce uniformity in courses and content, but to identify similar courses, thereby facilitating transferability from one campus to another. Developing and updating this system should be a function of the conference on articulation recommended above (with the assistance of the registrars and the directors of admissions of the units). Private colleges should be encouraged to participate.

g. All units of the University System and the community colleges should operate on a uniform academic calendar except when valid educational considerations merit an exception, or when an exception is granted for purposes of experimentation. The Regents should approve all exceptions.

STUDENT INFORMATION

No matter how high the quality of postsecondary education, it will accomplish little unless students and potential students know how to use the system. The basic types of information required are

- — career information
- — educational information
- — financial information

We have found evidence from several of our ad hoc committees that many students are not receiving adequate information.

—The Technical Group on Manpower Planning reported that the labor market information and projections are not available in a usable format for purposes of student and institutional planning.

—The Student Resource Survey found that a substantial number of students potentially eligible for federal Basic Opportunity Grants had not applied for or received this aid.

—While high school students tended to have high regard for the counseling they received, a substantial proportion of students in postsecondary education reported that in retrospect, high school counseling left much to be desired.

—There is evidence that some postsecondary students, particularly in four-year institutions, find their present vocational counseling less than satisfactory.

The growing complexity of manpower information, institutional admissions and student financial aids has created a need for compilation of relevant information in a comprehensive and easily understood format.

8. *The State Board of Education, acting as the state planning agency for postsecondary education, should publish an annual comprehensive inventory of postsecondary education opportunities beyond the high school. It should include all programs offered in public, private and proprietary postsecondary education, procedures for admission to all programs and institutions, information on all forms of financial assistance available to students and procedures for applying for financial assistance. The inventory should be distributed to all persons responsible for counseling and advising potential students regarding postsecondary education. A condensed inventory should be available to all interested persons.*

9. *The State Board of Education, acting as the state postsecondary education planning agency, should collect and/or conduct studies of projected manpower supply and demand in cooperation with appropriate state agencies, and disseminate the results of such studies annually to institutions of secondary and postsecondary education, in order to improve the information base upon which student choices are made. In particular, the agency should project annually the need for teachers at all levels, including county-by-county, short- and long-range projections by level and subject area.*

10. *The Superintendent of Public Instruction and the Commissioner of Higher Education should sponsor an annual workshop for secondary and postsecondary counselors throughout the state. The purpose of the workshop would be to provide the counselors with current information on postsecondary education programs, procedures for admission, student costs, financial assistance available from federal, state, private and institutional sources and procedures for applying.*

11. *A report on the actions of the state postsecondary planning agency (mentioned above) should be presented at this workshop. The Superintendent of Public Instruction and the Commissioner of Higher Education should conduct a study into secondary and postsecondary counseling in the state.*

3

EDUCATIONAL POLICIES

INNOVATION

As budgets become tighter and enrollments level off and decline, institutions will have to generate financial support for innovation and experimentation internally. This means the establishment of innovation as a budgetary priority at the institutional level. The tighter the budgets become, the more important this commitment will be. The institutions of postsecondary education and state government should provide incentives for innovation.

12. *The Board of Regents should seek state and external support for a fund for innovation in higher education. The fund should be used to support innovations designed to improve the quality of education or to achieve greater cost effectiveness and productivity at the same or greater level of quality.*

PART-TIME STUDENTS AND ALTERNATING STUDY

Part-time study and alternating study with work, service or travel should not be discouraged. There is potential educational benefit in the interruption of study on a planned basis and for combining study with work. Additionally, many students must work to support themselves and others or devote time to raising a family while attending postsecondary education.

13. *Admission policies should not discriminate against part-time students or students choosing to combine or alternate education with other experience, such as work or travel.*
    - a. *Administrative barriers and red tape should be minimized so that the work involved in entry, exit and re-entry does not become a factor in student choices.*
    - b. *Each public institution should provide for persons to attend undergraduate and graduate courses on a part-time basis, for credit or without credit; and to take these courses without prior acceptance into a degree program, provided that they are able to benefit from the course and that there is space available.*
    - c. *In assessing the ability and qualifications of students beyond the traditional age of postsecondary education attendance, institutions should place minimum reliance upon high school and college transcripts and should develop other indicators of motivation and ability.*
    - d. *Each institution should maintain child care facilities.*
    - e. *All units of the University System should provide for unstructured independent study options for all students. These provisions should be similar to, but not necessarily restricted to, the omnibus option at the University of Montana.*
14. *Tuition and fee structures should not discriminate against part-time students. Part-time students should be charged for courses and credits actually taken. Any mandatory fees charged for services and facilities other than instruction should be proportionate to the part-time student's course and credit load.*
15. *Part-time students should be eligible for state and institutional student financial assistance programs, based on need.*

EDUCATIONAL POLICIES 3

ADULT AND CONTINUING EDUCATION

That safe, sure, secure feeling that education is exclusively for the young is about to evaporate. The knowledge explosion, and the speed with which information becomes obsolete, will soon reduce the value of both career experience and original education levels. National surveys have established that there is a need to provide educational opportunities for adults beyond the traditional age of college attendance. Many persons will continue to participate in further education on a part-time basis. Many of them are unable to come to a campus or vocational-technical center regularly or for extended periods of time. Yet their needs for education and training may be as great as the needs of persons in the traditional age group.

We do not yet know precisely what needs and demands for adult and continuing education exist in Montana. The growth of further education will be a response to new and growing needs, and the programs and courses offered will be largely unfamiliar. It is necessary then, to guarantee that they will reflect a concern for and a response to the consumer's needs.

Any approach formulated to meet these needs must develop on a planned and cost effective basis. This calls for coordination and planning at the state and regional levels. Without such coordination, the programs may develop haphazardly and institutional competition rather than cooperation may be the norm. That in turn, would result in people not receiving the services they need.

The relatively low rating given off-campus education by many campus constituencies in a survey we conducted (Institutional Goals Inventory) shows that there has to be statewide leadership, if these opportunities are to be available to the people of Montana.

16. ***In order to plan for the orderly growth of adult and continuing education in Montana, a Statewide Association for Adult and Continuing Education should be established.***

- *a.* *Membership:*
  - *(1) all public institutions of postsecondary education.*
  - *(2) private institutions of postsecondary education should be invited to participate.*
  - *(3) the Commissioner of Higher Education and the Superintendent of Public Instruction.*
  - *(4) other state agencies involved in delivery of educational services to adults, such as the Educational Broadcasting Commission, should be invited to participate.*
- *b.* *Staffing: the Office of Commissioner of Higher Education should serve as the secretariat to the association.*
- *c.* *Functions:*
  - *(1) develop a state plan for adult and continuing education for submission to the state postsecondary planning agency.*
    - *(a) division of the state into institutional service areas for adult and continuing education*
    - *(b) in each service area a Regional Counsel for Adult and Continuing Education should be formed. All institutions offering postsecondary programs*

should be invited to participate. This should be a voluntary consortium to assess needs and determine the most effective delivery system. The Regional Councils will be advisory to the participating institutions of post-secondary education and to the state-wide consortium.

(2) *coordinate and stimulate the development of new delivery systems.*

(3) *develop a system for maintaining the records of persons who accumulate postsecondary education through diverse approaches: course work at institutions, work and service experience, individualized study, tests, etc.*

(4) *develop procedures for delivery of educational services to areas which may lack an institution capable of offering a needed course or program.*

(5) *encourage and provide assistance to counties and cities in the development of learning centers for adult education in public libraries, high schools, government buildings, other available facilities, and where appropriate, special adult learning centers.*

(6) *explore the need and feasibility of offering an external degree to increase accessibility of higher education for persons whose work schedules, home responsibilities or geographic location, preclude attendance at a campus. Such a degree might be offered on the basis of independent study, equivalency testing, correspondence work, television and radio courses and brief periods of intensive study (weekend, short summer session) at campuses or learning centers.*

(7) *seek federal and foundation funding to develop new systems for the delivery and evaluation of adult learning experiences.*

Educational opportunity — the chance to learn — is no less important for older citizens than for the young. Every effort should be made to provide senior citizens who wish to participate in post-secondary education with the chance to do so. We suggest, therefore, that

17. *The Board of Regents should give special consideration to granting tuition-free access to all Montana residents 62 years of age and over, in all courses and units of the university system subject to space availability.*

TENURE AND STAFFING

The traditional functions of tenure are the protection of faculty members against violations of academic freedom and against arbitrary administrative actions which might jeopardize economic security.

Most of the current criticisms have come from those who see tenure as protecting incompetence, those who fear that tenure will contribute to inflexibility in a time of stable and declining enrollments and those who view tenure as an obstacle to entry of qualified women and minority staff in the 1970s and 1980s.

Tenure practices vary from the University System to the community colleges to the vocational-technical centers. These practices should be thoroughly reviewed by the respective governing boards in the context of current and projected staffing patterns.

One way of promoting flexibility in staffing is by providing options for early voluntary retirement. Many colleges and universities are developing these options. It is not known how many faculty will be receptive to early retirement, but the concept has merit and should be fully explored.

Finally, it is apparent that minority groups and women are significantly underrepresented on the faculties and administrative staffs of institutions of postsecondary education. Efforts should be made at all levels of postsecondary education to alleviate this situation. This is a matter of equity and of assuring diversity of faculty.

We recommend that

18. *Each governing board in public postsecondary education conduct a thorough review of current tenure policies and the future impact of those policies. This review should include:*
    - a. *analysis by each unit of its current and projected level of faculty staffing, including estimates of the proportion of tenured and non-tenured faculty for the periods 1975-1980 and 1981-1990. Analysis and estimates should be made for each department and for the entire institution.*
    - b. *procedures and criteria by which tenure decisions are made.*
    - c. *strategies for maintaining a healthy tenure/non-tenure balance.*
    - d. *possible alternatives to, or modifications of, existing tenure policies and practices.*
19. *Governing boards should insure that procedures are established for the evaluation of tenured faculty at least every four years using administration, faculty and student input.*
20. *Governing boards should examine the possibility of developing early retirement plans for voluntary withdrawal from employment for full-time faculty at age 55 or 60.*
21. *Governing boards, institutions, faculties and departments should make every effort to obtain and retain representation of minority groups, particularly American Indians and women, on the teaching and administrative staffs of all units of postsecondary education and provide equitable compensation.*

4

GOVERNANCE

Our institutions of postsecondary education are very intricate organizations. Students, staff, administrators, governors, alumni, public officials and an increasing number of citizens are interested in them and assert a demand for involvement. It is easy to underestimate the future influence of any one of these groups. Yet good and efficient governance in our colleges, universities and vocational-technical centers will depend upon a reasonable and clearly understood allocation of responsibilities to make the structure of authority credible for each of these groups.

NEW LEGAL STRUCTURE

The Montana Constitution, which became effective on July 1, 1973, provided a new system of governance for public postsecondary institutions. The single governing board for all of public education was replaced by a Board of Public Education and a Board of Regents. The Regents were delegated "full power, responsibility and authority to supervise, coordinate, manage, and control the Montana University System." The Regents also share responsibility with local boards of trustees for governance of community colleges. The Board of Public Education, in addition to its responsibilities for primary and elementary schools, was designated by statute as the State Board for Vocational Education with program and budget control of postsecondary vocational-technical centers. The Constitution also created a State Board of Education, consisting of the members of the Board of Regents and the Board of Public Education. This board is charged with planning, coordinating and evaluating policies and programs for the entire educational system and with submitting comprehensive budgets for Montana public education.

The significance of the establishment of the University System in the Constitution is that it no longer is a creature of the legislature and the basic structure of higher education is not subject to alteration by statute. In effect, higher education is a constitutional entity in the same way as the legislature, the executive and the judiciary branches of government. In this respect, the Regents can be described as "constitutionally autonomous."

4

GOVERNANCE

EFFECTIVE GOVERNANCE

What are the characteristics of an effective system of governance? Governance should be structured to protect the essential functions of higher education, including academic freedom. It should insulate colleges and universities from political partisanship. It should always delegate authority and operational flexibility along with responsibility. And finally, governance should include mechanisms for accountability to those whose resources support the institution.

A strong board of regents with constitutional authority can provide one of the most effective safeguards against the undermining of academic freedom and interferences of partisan politics. Along with this responsibility comes the obligation to maintain academic responsibility by guarding against the misuse of academic freedom and by assuring that higher education is conducted in an orderly and equitable manner. In order to fulfill its charges, the board must have full authority over internal management of the System.*

This includes authority

—to establish goals for the system.

—to provide for system and campus administrative leadership.

—to allocate decision-making responsibility.

—to provide for decision-making processes.

—to establish and eliminate institutions and programs.

—to receive appropriation for the system.

—to reallocate funds internally without the constraints of line item and preaudit controls.

The recent study of constitutional autonomy conducted by the Center for Research and Development in Higher Education found "that all of the constitutional universities' studies were absolutely free of state control in matters related to purchasing, personnel matters, internal transfers of money, and admissions standards."**

> 22. *The Regents should assume exclusive authority over all matters of internal governance of the University System including internal allocations of funds and establishment and termination of programs and units.*

ACCOUNTABILITY OF THE BOARD OF REGENTS

Even a constitutional board must be accountable to the public and to elected officials. Governing boards fulfill their accountability functions by (1) full public disclosure of information relevant to the conduct of university affairs except where the rights of individuals to privacy may be involved (e.g., personnel files); (2) cooperation with the appropriate state agencies in postaudits of expenditures, personnel actions, purchases and in examination of effective use of resources.*** The ultimate assurance of public accountability is the dependence upon the public for funding.

Audits by the executive and legislative branches of state government are the primary mechanisms for assuring fiscal responsibility and expenditures in compliance with the law. The most effective auditing methods focus upon the aggregate programs and formulae which are used in the initial allocation of funds. The least effective, and often counterproductive, auditing methods are those which attempt to enforce line-item compliance. Such an approach involves state government in the internal budget operations and administration of the system and the institutions. It deprives those responsible for management of the flexibility to respond to rapid changes in such matters as enrollment and costs. This flexibility is particularly important within a biennial budget which must attempt to anticipate conditions and needs two to three years in advance of actual expenditures.

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*Some of this authority will, of course, be delegated to system and campus chief executives accountable to the board.

**L.A. Glenny and T.K. Dalgish, Public Universities, State Agencies and the Law: Constitutional Autonomy in Decline (1973).

***The Montana Constitution provides that "The funds and appropriations under the control of the Board of Regents are subject to the same audit provisions as are all other state funds." Our staff reviewed the Proceedings of the Constitutional Convention and consulted with several delegates who participated in the drafting of Article X ("Education and Public Lands"). It appears that the provision calling for state audits was intended to apply only to postaudits.

The type of accountability which we describe is the accountability for outcomes and results. It assures the state of effective management by providing the board with the authority to manage. Rigid and detailed controls over internal management would deprive the Regents and their administrative officers of necessary flexibility. Such controls make accountability difficult if not impossible. Additionally, line-item and preaudit controls are seldom cost effective in higher education. They tend to create bureaucratic rigidities which fail to adequately recognize the differences in function and management procedures between higher education and agencies of state government.

23. *State funds for the University System should be appropriated directly to the Board of Regents.*

24. *The Board of Regents should adopt a policy of (a) full public disclosure of information relevant to the conduct of university affairs except where the rights of individuals to privacy may be involved, (b) cooperation with appropriate state agencies in post-audits of expenditures, personnel actions, purchases and examination of effective use of resources.*

VOCATIONAL-TECHNICAL CENTERS

Governance responsibilities for the five vocational-technical centers are currently divided among three authorities.

1) **The Board of Public Education** has been designated the governing board of the state of Montana for vocational education. Its authority over the five centers includes

—approval or disapproval over programs and budgets.

—determination of student charges.

—adoption of a state plan for the orderly development of vocational education.

—setting qualifications of instructors as well as standards for approval of courses and programs and a system of evaluation of vocational education.

—establishing a basis for apportionment of state and federal vocational education funds within legislative and congressional intent.

2) **The Superintendent of Public Instruction** is designated by law as executive officer for vocational education and administers the policies of the Board of Public Education, as well as state and federal laws related to vocational education; is responsible for state supervision and administration of vocational education; maintains vocational education records; provides vocational education supervisory and consultative assistance to districts, and reports the status of vocational education in the state when requested to do so by the Board of Public Education.

3) **Local School District Boards** administer the centers according to state law, policies set by the Board of Public Education and regulations established by the Superintendent of Public Instruction.

The Commission on Postsecondary Education believes that the management of vocational education could be improved if the Board of Public Education was permitted to select its own executive officer for vocational education rather that relying upon an elected official, the Superintendent of Public Instruction. This would not preclude the board's requesting the Superintendent to serve as executive officer should the board wish to do so.

Administration of vocational-technical centers would be further strengthened by the development and publication of a policy manual. While there are uniform policies which have been promulgated by the Board or the Superintendent over the years, they have never been compiled systematically in a policy manual. Such a manual is basic to sound administration. Its absence creates confusion and, often, unnecessary perceptions of arbitrary treatment. Also, without a manual, it is difficult for the Board to systematically reevaluate old policies and directives.

25. *The vocational-technical centers should continue as a cooperative local-state system. The Board of Public Education should be designated as the board for vocational education.*

    a. *Present local tax support should continue in addition to state and federal funding.*

    b. *Administrative coordination by the local board of trustees should continue with state control of programming in order to be more responsive to the needs of Montanans.*

    c. *An equitable method of financing construction of facilities for the centers should be developed.*

    d. *The Board of Public Education, in consultation with the Executive Officer and the center directors, should develop a policy manual for vocational-technical centers. The policy manual should specify standard procedures for administration of the centers including:*

        (1) *program development, approval and review.*

        (2) *responsibilities of the executive officer.*

        (3) *responsibilities of center directors.*

        (4) *personnel policies.*

        (5) *policies regarding purchase or lease of land or facilities, including capital improvement projects.*

        (6) *policies regarding the appointment of advisory committees to the centers.*

        (7) *admissions.*

        (8) *accreditation.*

        (9) *budgeting procedures.*

        (10) *student services, including placement.*

        (11) *student charges.*

        (12) *policies to be left to the discretion of the center administrators.*

> *(13) other matters which the Board may deem necessary to assure standard and equitable procedures in the governance and administration of the centers.*
>
> *(14) periodic review of all of the above.*

> 26. *The Board of Public Education should employ, from among qualified applicants, the executive officer for vocational education. The executive officer should employ an administrative staff.*

Finally, college, university or vocational-technical center governance should itself educate all who participate in it. Each system of governance should be conceived as part of the broader restructuring of the ways in which people deal with people. It is our hope that the outcome will be a restoration of public confidence and revitalized learning.

STAFFING

In order to effect systemwide governance, boards and their executive officers must have adequate professional staff comparable to the institutional administrative staffs. Without competent professional staff, system offices cannot provide leadership and coordination, develop management information systems, exert a significant influence in the program and budget review processes, improve management or represent the systems adequately to external groups such as the state legislature.

The Commissioner of Higher Education should always be an educator of the highest professional caliber. The background, experience and perspective required for this position is similar to that expected of college and university presidents.

> 27. *In order to attract the most qualified persons to the position of Commissioner of Higher Education, compensation and fringe benefits should be, at least, equal to that of the best compensated unit president.*

Under the new Constitution, the Commissioner's office is the key to systemwide governance of the University System. Yet the office is currently functioning with about the same staffing that existed prior to the Constitution under the relatively weak Executive Secretary system. There is an urgent need for augmentation of the Commissioner's staff.

> 28. *The Commissioner of Higher Education should be provided with the staff necessary to fulfill his responsibilities in postsecondary education.*

EVALUATION

Accountability and effective governance requires that administrative officers, as well as teaching staff, be evaluated systematically. One way to provide for evaluation is to appoint system and campus chief executives for a fixed term of office. This allows the governing board and the executive board regular opportunities for assessment. Without such a regularized approach, these assessments tend to take place only in times of crisis and then to be neglected until the next crisis.

Just as accountability should begin with the chief executive, it should extend to all those accountable to this individual. There should be regular evaluation of all administrative staff.

The concepts of accountability and evaluation should not be viewed as harsh or punitive. The basic objective of evaluation is improved performance. It can also improve communication. If evaluations are thorough, fair and conducted with a reasonable degree of sensitivity, they should result in improved morale.

29. *The Commissioner of Higher Education, unit presidents of the University System, and directors of vocational-technical centers should be appointed for five-year terms. Their respective boards should conduct a thorough evaluation of those chief executive officers which would include consultation with faculty, students, staff and community persons, prior to deciding whether to make an offer to re-appoint. Evaluation should occur at least every five years but may take place at any time the board deems necessary. Five years should be a normal period of appointment and should not preclude dismissal of a system or unit chief executive after a shorter term.*
30. *System and campus chief executives should develop criteria and procedures for periodic evaluation of their professional administrative staffs.*

CENTRALIZATION AND DECENTRALIZATION

The need for system leadership and some centralized direction in the University System and the Vocational-Technical Centers is counterbalanced by a need for flexibility at the institutional level. Excessive centralization can delay decisions, deprive institutions of the capacity to respond to legitimate demands and contribute to an impersonal educational environment. Excessive decentralization puts parochial interests before broader needs and often leads to duplication and waste. The state-level governing boards should seek to balance system authority and institutional autonomy and to provide students, faculty and administrators at all levels with an appropriate role in governance. If this balance is to be achieved, the governing boards will have to examine carefully their administrative structures from time to time.

31. *The Board of Regents and the Board of Public Education should conduct a comprehensive review of the arrangements for governance of the postsecondary institutions under their jurisdiction at least once every five years. Students, faculty and administrators should participate in the review. The boards should also use consultants from outside the systems.*
32. *The Board of Regents and the Board of Public Education should schedule at least one meeting each year devoted to an examination of major issues in postsecondary education nationally and in Montana. This should be a seminar meeting with no business on the agenda. It should utilize experts from Montana and elsewhere to make presentations on subjects and trends of importance.*
33. *Each board should incorporate as a regular feature of its meeting a consultation period for discussion of a current issue or problem in*

education which is not necessarily related to the business items on the agenda. The consultation might center on a presentation by the staff or an invited consultant with opportunity for questions and discussions.

5

PLANNING

Planning is the key to a responsive, efficient and accountable postsecondary education system. It is the principal mechanism for defining the public interest in postsecondary education, for providing a basis of evaluation and accountability, for controlling programs and resources and for coordinating institutions. The planning process can also be an effective vehicle for institutional self-renewal, adaptation to changing needs, encouragement of interinstitutional cooperation and assessment of changing conditions and trends and their implications.

We need effective state planning for postsecondary education which will embody the following characteristics:

a. comprehensiveness— it incorporates public and private colleges, proprietary institutions and any other postsecondary programs and resources.

b. long- and short-range components.

c. participation— open to all persons in the postsecondary education system, to the public and to elected leaders.

d. qualitative— deals with substantive issues as well as quantitative projections of enrollments and costs.

e. critical and future oriented— questions basic assumptions and avoids automatic and mechanistic extrapolation of past and present trends into the future.

Like many states, Montana has not had effective planning for postsecondary education. The planning which has taken place has been on an **ad hoc** basis and has been fragmented, dealing with particular sectors rather than with the total postsecondary education system. Because planning has not been continuous, there has been little ongoing data gathering and assessing of trends. As a result, policymakers have often been forced to act on inadequate information; political, rather than educational, considerations have frequently been dominant. Additionally, when the state embarked on long-range planning by the creation of the Commission on Postsecondary Education, the data base had to be totally constructed or reconstructed at great cost to the state and the institutions of postsecondary education.

We believe that the most important thing we can do is to leave the state with a viable planning process. Such a process would equip Montana to respond to future conditions and needs, some

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of which we cannot even anticipate in 1974. After all, just a few years ago, who anticipated Sputnik, the Vietnam War, campus disruption, the environmental crisis, the leveling-off and decline of student interest in higher education and the energy crisis? Yet, each of these occurrences has had great impact upon postsecondary education. In short, even good plans do not make the future predictable. But a good planning process creates a capacity to respond promptly and surely to the unknown conditions of an uncertain future.

SUGGESTED GUIDELINE FOR PLANNING

There are two types of state planning for postsecondary education.

—**Long-range (strategic) planning** deals with the state goals for postsecondary education and the roles and functions of all postsecondary institutions and agencies. It defines the state's fundamental approach to postsecondary education. It usually occurs at 5 to 15 year intervals and is frequently conducted by a special **ad hoc** commission, such as the Montana Commission on Postsecondary Education.

—**Short-range (tactical) planning** is planning which takes place within the framework of the long-range plan. This is a continuous process in which specific problems and issues related to the achievement of the long-range plan are identified and studied in short (usually one- to two-year) cycles. Because short-range planning is continuous, it must be the responsibility of a permanent board, commission or agency.

Effective state planning must use both the short- and long-range approaches. It should involve the public institutions and, when appropriate, private institutions of postsecondary education, as well as interested state agencies involved in higher education. It should be concerned with implementation of long-range goals, projections of enrollments and costs, program needs, program review, budget formulae, management systems and other subjects.

In order to carry out periodic in-depth reviews of postsecondary education, we recommend that

34. Long-range study and review be conducted at eight-year intervals by an ad hoc commission of public lay representatives appointed by the Governor. The commission should consist of an odd number (but no more than 11) persons, and should include ex-officio membership from the State Board of Education. The commission should complete its task within one year.

Continuous updating and review of the long-range plan, and the academic programs that give it substance, should be carried out by the responsible operating agencies. We recommend that

35. The Board of Regents and the Board of Public Education, should establish schedules whereby all programs under their respective jurisdiction are systematically reviewed. An explicit determination regarding continuance, modification or termination should be reached at least once every five years for university and four-year college programs, and once every two years for vocational-technical and community college programs.

36. At the state level, program review for the community colleges should be the responsibility of the Board of Regents, except with respect to federally funded vocational-technical programs which must be reviewed by the Board of Public Education also.

37. *Each program* should be reviewed on an individual basis. Fully documented findings should be presented to the boards for action.*

38. *Appropriate criteria for the review of existing programs will be developed over a period of time and will be subject to change as conditions alter. Therefore, we hesitate to specify them but believe they should take account of the following factors:*

   a. *number of graduates from the program in each of the last five years.*

   b. *number of students enrolled in the program for each of the last five years, rate of completion, the rate of attrition, ratio of enrollment to degree productivity.*

   c. *the number of students not enrolled in the program but who were served by it for each of the last five years.*

   d. *the size of classes identified as integral elements in the program.*

   e. *for colleges, universities and community colleges, cost per credit hour of the courses identified as integral elements in the program (upper division, lower division and graduate).*

   f. *for vocational-technical centers, cost per contact hours for courses identified as integral elements in the program.*

   g. *cost per program graduate.*

   h. *faculty/instructor workload.*

   i. *faculty/instructor qualifications.*

   j. *reputation and intrinsic value of the program.*

   k. *positions achieved by graduates of the program.*

   l. *positions attained by persons enrolled in the program who may have achieved their educational objectives without completing requirements for the degree or certificate.*

   m. *total production of graduates in the program area from all institutions in the state (and when appropriate, in the region and/or nation).*

   n. *economic and/or qualitative improvements which might be achieved by consolidation and/or elimination of the program.*

   o. *general student interest, evaluation and demand for the program; morale of students in the program.*

   p. *indicators of present and future demand for graduates of the program.*

   q. *appropriateness of the program to the mission of the institution.*

   r. *any needs for other programs of higher priority which might be funded fully or partially from savings realized by discontinuance of the program under review.*

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*"Program" refers to a series or sequence of courses leading to a certificate or degree, or designed to prepare students for immediate employment or occupational upgrading.

s. adequacy of support services, particularly library, laboratory and educational facilities.

t. compatibility with state plans.

u. similarity to programs offered at any of the other units.

v. relevance of the program to its objective.

39. In addition, the following criteria should be applied to the review of graduate programs by the Regents:

a. average time of completion of those to whom the degree has been awarded.

b. benefits accruing to the institution and the state independent of enrollment or degree production.

c. proportion of departmental resources devoted to the program.

d. sources of funding — state, federal, etc.

e. qualifications of faculty.

f. qualifications and backgrounds of students attracted to the program.

g. relationship to the impact upon undergraduate program.

h. availability of similar graduate programs at other units.

In view of mounting costs and the urgent need to concentrate on those programs that are important both to the state and its people, no time should be lost in carrying out a detailed program review. The procedure must be orderly if all interests are to be heard from and if the process is to be credible. Therefore, we recommend that:

40. The following procedures be used in review of existing programs:

a. Governing boards should identify programs to be reviewed and establish a review schedule.

b. Review should begin at the institutional level where the program should be assessed according to a criteria established by the boards. Institutional review should include administrators, faculty and students. When review is completed at the institutional level, results should be forwarded to the governing board's executive officer with the institution's recommendations for continuance, discontinuance, modification or provisional status. The latter should be recommended and granted only when a program is relatively new or when the additional time will be used to develop information which does not exist or is not available. Provisional status should be requested for a specified time period.

c. The board's executive officer should conduct an independent analysis of the materials submitted by the institution. If necessary, the analysis may include the views of outside consultants. The executive officer should present the recommendation with supporting documentation to the board. If it is not in agreement with *the recommendation of the institution, the executive officer should notify the institution of the reasons in sufficient time for the institution to prepare a rebuttal to the board or to withdraw its recommendation.*

d. *The governing board should review all materials and recommendations, request whatever additional information may be needed and vote to continue, discontinue, modify or place the program on provisional status for a specified period of time.*

41. *The Board of Regents and the Board of Public Education should begin systematic review of existing programs as soon as feasible.*

42. *Existing program review in the University System should begin with review of all Ph.D. programs, considering first those which are offered in the same disciplines at both doctoral-granting institutions and all graduate and undergraduate programs in education. All these programs should be reviewed by July 1, 1977. The commission recognizes the difficulties in getting the full and complete cost and benefits to the taxpayer, students and faculty of graduate programs and duplication, but strongly urges that duplication and numbers of graduate programs in the University System be re-evaluated with special attention by the Regents to Appendix A-9 of this report.*

43. *Special review of programs outside the established schedule should be initiated at any time at the request of the governing board, the executive officer or the institution offering a program.*

Equally careful scrutiny should be given to new programs.

44. *Responsible boards should carefully review proposed new programs prior to their initiation. Clear criteria for review should be established by the boards and regularly criticized in the review process. In setting review criteria, we urge the boards to consider the following factors:*
    a. *Objectives of the new program.*
    b. *Need for the program.*
        (1) *Evidence of student demand (students currently enrolled at the institution requesting the program; students in other institutions who have indicated they would participate in the program; community or regional demand; other sources).*
        (2) *When applicable, indicate potential employers of persons trained in the program area who have requested establishment of the program and their specific employment needs. Include any other documentation of need for graduates of such a program—manpower projections, etc.*
    c. *Detailed survey of similar programs that are offered within the state (and, for graduate programs, the region).*

(1) *The potential impact the program may have on other programs at the institution, especially in terms of funding, facilities, faculty and students.*

(2) *The potential effect on similar programs offered by other institutions. (Supporting documents from other institutions should be included.)*

d. *Description of the program as it relates to the mission (or role and scope) of the institution.*

e. *Students to be served*

(1) *Anticipated enrollment for a five-year period by level.*

(2) *Ultimate enrollment goal for the program.*

(3) *Rationale for these projections.*

f. *Provisions for institutional review of the quality of the program, which would include student achievement and faculty performance.*

g. *Costs of the new program.*

(1) *Estimate of start-up (first year) costs. How much of the costs would be absorbed in current budgets, and how much additional funding would be required? Identify the sources of additional funding.*

(2) *Estimates of anticipated cost and anticipated income of the program for the four years following its first year. Explanation of the rationale for these estimates.*

h. *Faculty staffing needed for the program, including additional staff requirements and costs of additional staff.*

i. *Additional facilities, including library equipment, classrooms and office space that are required, and their costs.*

j. *Present faculty, facilities, equipment and library which will support the program; compare them to known or anticipated standards for accreditation.*

k. *New courses and the frequency with which they will be offered throughout the first five years.*

l. *Requirements for the degree or certificate.*

m. *Supporting courses in other departments.*

n. *Existing programs for which the new program would offer supporting courses.*

o. *Procedure used to develop the proposal, including participation of students, faculty, community, advisory committees, etc.*

p. *Prior to approval of new programs, particularly in vocational-technical and some professional areas, it should be ascertained whether a comparable accredited program is offered in a private or proprietary institution* *in the state. If such a program exists and if it is of high quality, the feasibility and possible cost-savings of contracting for the program should be thoroughly investigated. Even if the cost per student is similar or higher, savings may be achieved by avoiding public expenditure on buildings and equipment.*

q. *Cost to student.*

45. *The following procedures should be used to initiate proposals for new programs.*

   a. *Normally, proposals for the new programs should be initiated by the institutions. However, the governing board or its executive officer might, from time to time, identify a state need for a program and request one or more of the institutions to prepare proposals.*

   b. *Proposals should be sent from the institution to the governing board's executive officer, who should conduct an independent analysis, using independent consultants when appropriate. If the executive officer's recommendation is contrary to that of the institution, the institution should be notified and given sufficient time to prepare a rebuttal or to withdraw its proposal.*

   c. *The board should review all materials submitted by the institution and the executive officer prior to reaching a decision.*

46. *All materials used in program review should be open and accessible to the public.*

47. *One intent of a workable review program should be to alleviate unnecessary duplication of courses and programs in all units of the public postsecondary system.*

6

FINANCING

The state's support, expressed as a percentage of the total state general fund appropriation, has declined each year since 1969-70 as health care, other institutions and important social and political problems have competed with postsecondary education for state tax dollars. We recognize that the state's revenues are limited. However, we believe that the state should continue as the principal source of support to education, since the benefits of education enrich the lives of all Montana's citizens. We believe, too, that state funds should be disbursed efficiently and equitably. Therefore, we recommend that

48. *The state continue to assume the major responsibility for financing public postsecondary education.*
49. *Continuous statewide planning should be the responsibility of the State Board of Education.*
    - a. *The State Board when acting as the state long-range postsecondary education planning agency, should appoint an advisory committee on planning which meets the representation requirements of section 1202 of the Education Amendments of 1972.*
    - b. *The State Board, or its advisory committee on planning, should be designated the state agency to receive federal funds under Section 1202 and Title X of the Education Amendments of 1972.*
    - c. *The Commissioner of Higher Education should be designated administrative officer of the state long-range planning agency for postsecondary education.*
    - d. *In order to avoid duplicative information gathering, the administrative officer should contract with the executive officer for vocational-technical education for collection of data related to postsecondary vocational-technical centers.*

6 FINANCING

50. *State support of operating expenses of postsecondary education should take two basic forms:*
    a. *direct institutional support through appropriations to the institutions and/or their governing boards.*
    b. *direct student support through student financial assistance.*

STUDENT FINANCIAL ASSISTANCE

Montana does not have a student financial assistance program based upon need. The Student Resource Survey found a considerable shortage of student financial aid for certain categories of students. If institutions or programs are terminated or transferred, there will be additional need for assistance, particularly for students who can no longer live with their parents while attending postsecondary institutions. The nine percent gap in postsecondary attendance rates between students who live near an institution and students who do not could probably be narrowed by the provision of aid.

We believe that a state scholarship program (within the framework of the federal student incentive grant program) is the best solution to this problem. Under the education amendments of 1972, the federal government will provide matching funds for states establishing a scholarship program. If Montana had such a program, the state would receive up to sixty thousand dollars (depending upon the state contribution) in 1974-75. We recommend, therefore, that

51. *Montana establish a state scholarship program and participate in the federal student incentive grant program. The program should provide for grants to students which are applicable to tuition or living costs at institutions within Montana.*
    a. *Undergraduates and vocational-technical students in public postsecondary education should be eligible to participate in this program.*
    b. *Grants should be based upon need.*
    c. *Priority in the awarding of grants should be given to*
        (1) *students whose educational programs are disrupted by termination of an institution or program.*
        (2) *students who must change their place of residence to attend postsecondary education.*
    d. *Grants or vouchers should be awarded directly to students.*
    e. *This program should be funded initially at a level of approximately $120,000 (50% state funds, 50% federal funds).*
    f. *The Commission for Federal Higher Education Programs should administer this program.*
    g. *The state statute creating a state work-study program should be funded.*

If it is decided that scholarships are to be awarded directly to students on the basis of need, we recommend that all students be eligible, regardless of the form of governance under which their institution operates. A program permitting participation of students in public and private higher education would broaden student options considerably and maximize the use of educational resources. The provisions of the federal program do not permit inclusion of students attending proprietary schools. We recommend that

> 52. *Students attending Carroll College, College of Great Falls, and Rocky Mountain College, be eligible for participation in any state programs which award financial assistance directly to students.*[*]

Currently the Board of Regents of Higher Education administers a scholarship program, and the Montana Legislature has authorized, but not funded, a work-study program. The Regents grant one scholarship to the ranking honor student in each Montana graduating class having 25 or fewer graduates. They grant an additional scholarship to the next ranking student for each increment of 25 graduates in the class. In this program, the recipient receives no funds; the scholarship waives the student's fees at a unit of the Montana University System.

If the state decides to support all these programs, Montana will have taken a first step toward offering a broad program of student financial assistance and greatly increasing student access and choice.

STUDENT CHARGES

Student charges affect both access and the need for financial assistance. Therefore, great caution should be used in raising charges further. This is important particularly in the University System, where charges have increased significantly in recent years. We reaffirm that students should contribute to the direct costs of their education, but we also stress that such charges should be raised only after student resources have been studied to determine the impact of such charges and the possible needs they may create for student financial aids. Therefore, we recommend that

> 53. *Students in state institutions of postsecondary education contribute to the direct costs of their education. However, student charges should not be raised until student resources have been studied to determine the impact of such charges.*
>   a. *The graduate fees structure should be studied.*
>   b. *Increases in student fees should not be used to decrease General Fund appropriations.*

BUDGETING

As we have indicated in the preceding chapters, all money for the Montana University System should be appropriated to the Board of Regents. Money might be designated for each unit, but the

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[*] This would probably require constitutional amendment.

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FINANCING

Regents must have authority to transfer the system's financial, human and capital (equipment) resources to avoid the possibility of their being wasted or not fully used.

Such authority is especially important during a period of fluctuating enrollments and changing program demands. The actions of the Regents would be subject to legislative postaudit, thereby insuring accountability. We recommend that

54. *State, executive and legislative authorities, in the exercise of their responsibility for budget control and audit, concentrate on program budget review and approval, and avoid line item approval and direct involvement in internal budget operation and administration of the public institutions of postsecondary education.*
55. *State funds allocated to the University System should be appropriated to the Board of Regents.*

An effective budgeting process affords the state an opportunity to emphasize and reward economies within its postsecondary institutions. One way to stimulate each institution of postsecondary education to rigorously examine and justify its priorities is the "zero-based" budget. This is a type of budgeting by which an institution must justify the needs of each of its programs starting from the ground up, rather than using the current level of expenditures as a base. Such an approach avoids the perpetuation of existing inequities and anachronisms through the funding process. Under the zero-base budget, funding requests must relate to such program components as the number of students, faculty, degrees and levels of instruction.

In contrast, Montana has used an "incremental budget" in which the beginning point for assessing the need for additional funding is the current expenditure base. Using it as a starting point, factors are added to take into account such items as inflation, fixed cost increases and program expansion.

We recommend that

56. *All institutions of postsecondary education adopt "zero-based" program budgeting.*
57. *Budgeting formulas should take into account the different missions and programs of the institutions of postsecondary education and the library, laboratories and equipment necessary to support institutional functions.*

Since 1969-70, local support for operating community colleges has declined from 60 to 36 percent of the total college budget; the rest is covered by the state. We believe that the local communities must contribute to the support of these institutions if they are to remain community colleges and that their support should not continue to decline. Therefore, we recommend

58. *The ratio of state to county funding of community colleges be set at 65:35*

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FINANCING

As a precondition of sound fiscal management, postsecondary institutions should develop and perfect informational systems which determine the full cost of resources used in the process of producing credit hours, degrees and certificates. We recommend that

59. *The units of the Montana University System use a uniform system of accounts as prescribed by the American Council on Education and endorsed by the American Institute of Certified Public Accountants. Where necessary, the Statewide Budgeting and Accounting System should be modified to accommodate these nationally recognized requirements for college and university accounting.*
60. *Institutions and units of postsecondary education should continue to develop and refine uniform standards, definitions and procedures that will find the full cost of resources used in the process of producing instructional outcomes, including student credit hours, courses, degrees and certificates. As far as possible, this information should be compatible with the work being carried on by the United States Office of Education and the National Center for Higher Education Management System.*
61. *For the immediate future, adult and continuing education should continue to rely upon student fees and the county mill levies. However, there should be provisions for full and partial fee waivers for persons who cannot afford adult education. One way to finance such waivers is by setting aside a percentage of income over and above the expenses incurred in current course offerings for waivers. This procedure is frequently utilized to finance low enrollment courses.*
62. *State funds should be provided to institutions and system offices for the development of management information systems.*

Since fewer and fewer new people will assume academic positions in higher education in the coming years, one source of new blood, new ideas and reform will be greatly reduced. Some discretionary funds for institutionally initiated and approved projects will be needed to maintain a momentum of improvement. We believe that relatively modest incentives can produce significant results. Therefore, we recommend that

63. *Funds equivalent to one instructional FTE faculty position be granted to each unit of the University System for each 2,500 students or part thereof. The additional funds would be used for curricular reform or research related to improved instruction.*

In Chapter III, we recommended establishing a Statewide Association for Adult and Continuing Education as an essential step in meeting the needs of populations not fully served presently by the system. This new body can help determine required levels of state funding. The Association itself will need money to carry out this work. Therefore, we recommend that

64. *The state provide funding for the administrative expenses of the Statewide Association for Adult and Continuing Education.*

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FINANCING

65. *When the Statewide Association for Adult and Continuing Education has accumulated sufficient experience and information on the demand for adult and continuing education, it should assess the need and appropriateness of state funding of programs and courses.*

FACULTY COMPENSATION

The quality of postsecondary education ultimately depends upon the quality of the staffs of each institution. In the long run it is virtually impossible to maintain a quality staff unless staff members are paid at a level comparable to what they would receive at like institutions. When salaries are relatively low, the superior faculty and administrators tend to leave.

We believe that governing boards should play a larger role in determining salary increases. Such increases should reflect system and institutional priorities. Equity and merit increases should be emphasized, as well as cost of living augmentations. We recommend that governing boards set systemwide priorities for increases in faculty compensation.

66. *Immediate and first priority of all Commission recommendations regarding the University System should be to give attention to improving significantly, faculty, administrative and staff salaries and benefits.*

67. *Faculty, administrative and staff salaries and benefits in Montana higher education should be in parity with those provided for comparable services in comparable institutions. Salaries among similar units should be more uniform.*

68. *The governing boards of public postsecondary education should conduct periodic surveys to compare the compensation paid to faculty, administrators and other staff, with levels of compensation of persons with similar responsibilities in similar postsecondary institutions, government and the private sector.*

69. *Governing boards should set systemwide priorities for increases in faculty compensation.*

70. *The Regents should emphasize immediately, equity and merit increases in their priorities for faculty compensation in the University System. Recommendations for merit increases should be the sole responsibility of the dean of the school or the president of the institution.*

In conclusion, we call attention to three related issues: the need to carefully monitor administrative costs; the desirability of some private financing for public postsecondary education, and the possibility of rebating some property tax revenues to communities which support community colleges.

71. *Administrative support costs should be carefully reviewed to insure that they are commensurate with the size of the institution and the number of students being served.*

72. *Private foundations of individual postsecondary institutions should be encouraged to develop income for the supplemental programs.*

Income from these foundations should be considered additional income and should not be used to reduce the General Fund appropriations.

73. *The community college districts should be allowed up to a six mill permissive levy for the maintenance and operation of these schools.*

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INSTITUTIONS AND THEIR MISSIONS

Montana is rich in the variety of its postsecondary educational resources. The state offers its prospective students a choice of three public systems — the Montana University System with six units, three community colleges, five vocational-technical centers; three independent colleges, and more than thirty proprietary schools. We believe the mission and function of each of these systems is important.

Before exploring possible changes within the systems, we should make clear our beliefs about Montana's need for institutions of various types and their fundamental character. We recommend that

74. *The primary mission of each institution of public higher education be the education of undergraduate students.*
75. *Since a clear need for each exists, there should continue to be three types of public institutions of higher education:*
    - a. *Community Colleges. These institutions provide the opportunity for many students to receive two years of academic and/or vocational education in an area close to their home communities at a reduced cost to the state. Because they are limited to two-year programs, the community colleges can operate at a relatively low level of enrollment without excessive costs or undue contraints on student choice. They enhance the overall diversity of higher education by providing a small college environment where students may be exposed to both academic and vocational programs.*
    - b. *Public Four-Year Colleges. The state colleges provide collegiate and some vocational-technical and paraprofessional programs in relatively small institutions. They have a regional focus and attempt to concentrate their services on specific areas of the state. This sector*

will continue to serve a significant proportion of Montana's undergraduate students. However, this is also the sector with the most severe lack of use and the greatest excess capacity.

c. *Public Universities. The two public universities will continue to serve most of the undergraduate students in Montana higher education. They should carry on with their heavy research emphasis and offer advanced graduate and professional degrees. Generally, high-cost professional programs should be concentrated in these institutions. The size of the universities enables them to provide a broad range of curricular options economically.*

We also believe there will be a continuing need for public postsecondary vocational-technical centers.

76. *The role of the vocational-technical centers should remain flexible in order to adjust to changing educational, labor and employment needs of the state and its communities.*

77. *The centers should be viewed as components of a system with each unit specializing in certain fields with no unnecessary program duplication among the centers.*

We see no reason, then, for basic changes in the overall postsecondary education system, nor for additional institutions. We recommend that

78. *The units of public postsecondary education should maintain their present admissions policies except as recommended in other sections of this report.*

79. *There should be no need in the present, or in the foreseeable future, for additional public postsecondary education institutions in Montana.*

As detailed in Chapter 1, the most serious and immediate problem facing Montana postsecondary education is the decrease in University System enrollment in recent years. Enrollments have fallen off by thirteen percent since 1970-71; four units have experienced declines of more than twenty-five percent**. Fewer students are attending our colleges and universities. Soon this trend will be coupled with an actual decrease in the number of high school graduates. The decline in the birth rate and in actual births is beginning to affect our school system and will become more pronounced in the future***. The most "optimistic" enrollment projection developed by the Commission's Technical Group on Student Enrollments shows that in 1984-85 (the year before these first-graders graduate from high school) there will be six percent or approximately 1,385 fewer students in public higher education than in 1973-74, a year when enrollments were already declining. An alternate enrollment projection, based upon current trends in the rate of high school graduates going on to public higher education, predicts that there will be twenty-one percent or approximately 4,978 fewer students in 1984-85.

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*See Recommendation #1, Chapter 3, Educational Policies.

**See Appendix A-1, Chart 1.

***See Appendix A-7.

INSTITUTIONS AND THEIR MISSIONS 7

Present and future enrollment declines pose difficult questions for policymakers. These include

—Is it educationally and economically feasible for the State of Montana to continue to maintain a six-unit university system in the face of significantly decreased enrollments?

—What factors should be taken into account in determining the number and types of institutions needed?

Clearly Montanans will have to make difficult decisions as enrollments at various institutions drop. Any decisions reached should be based on the criteria of minimum size, access, capacity, cost and educational mission.

MINIMUM SIZE

In assessing the desirability and need for specific institutions, the issue of minimum campus size should be considered. In the past a major emphasis of state postsecondary planning has been on limiting the growth of institutions at specific cut-off points. The new era of enrollment stabilization and decline requires that attention be directed to the question of how small an institution can be and still be viable. There is no precise formula for establishing minimum institutional size, but we believe the following should be taken into account.

1. **Type of institution** — i.e., university, four-year college, community college. The more modest the role of an institution and the more limited its programs, the more likely is it able to maintain quality, diversity and efficiency with a relatively small enrollment. Therefore, the minimum viable enrollment of a community college is less than that of a four-year college which, in turn, is lower than that of a university.
2. **Educational quality and diversity.** While the minimum viable enrollment level for each type of institution varies, each institution should maintain a level sufficient to justify adequate faculty, programs and courses to provide students with a reasonable range of curricular offerings.
3. **Efficiency**. An institution must maintain enrollment at a level which achieves some economies of scale and a reasonable cost per student.

ACCESS

In addition to minimum viable enrollment, another factor which must be considered in determining the need for an institution is accessibility. Would the elimination of a particular unit reduce the opportunities for higher education available to the people of the state?

In a predominantly rural state, we believe accessibility cannot be achieved by providing a college or university within commuting distance of every student, as some national study groups have recommended. Even if feasible, it is questionable whether it would be beneficial unless there were adequate enrollment to assure a reasonable range of programs. Access is not meaningful unless it is access to programs that meet educational and career goals. No one's educational or occupational choice should be limited by the geographical area where he or she happens to reside.

In the past, the impact of geographical proximity on access has probably been exaggerated. There are ways of improving access other than by providing campuses in every city or county. These ways include:

—financial assistance to compensate for the costs of attending college away from the home community.

—"outreach" programs which deliver education away from the campus.

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INSTITUTIONS AND THEIR MISSIONS

In Montana, attendance of high school graduates at institutions of higher education appears to be only slightly affected by geographical proximity. The basis for estimating proximity was whether a significant portion of the county in which the high school was located fell within a 40-mile radius of a university, college or community college. This rough measure indicated that the rate of attendance for counties outside the 40-mile radius was only nine percent less than the attendance rate by counties within the radius. The most efficient way to deal with a differential of this size seems to be through student financial aid programs to reduce the cost differential for students who commute a great distance or change their place of residence to attend college.

CAPACITIES OF OTHER UNITS

If a campus is closed, can the other units absorb the students? Can they offer the programs at an equal or better quality?

The best indices of the capacities of public higher education show that there is significant excess capacity in at least four of the units of the University System. Employing current space use standards, the University System could have accommodated 23,647 students in the fall of the 1973-74 academic year.* Indeed, the system has enrolled as many as 25,000 FTE students. And this analysis does not take into account the construction projects completed during 1973-74, which add substantial capacity to at least one unit, Montana State University. If use of space is made more efficient than is reflected by current standards, such as the extension of class hours, all units could accommodate more students.**

Programs must be examined on an individual basis. In higher-cost programs, there may actually be improvements in quality (as well as reductions in costs) which could be achieved by consolidation at one unit.

COSTS

In a time of scarce resources, declining enrollments and increasing demands for accountability, the maximum educational benefit must be derived for each dollar spent. This means that unnecessary duplication should be avoided and that steps must be taken to avoid spreading financial resources so thin that quality suffers. The question is whether the elimination of one or more units and/or the concentration of some high-cost programs at one particular unit would result in the more effective use of state resources.

For relatively small institutions, decreases in enrollment tend to result in **reduced diversity** of student options (as faculty, programs and courses are trimmed to reflect reduced budgets), as well as **higher costs** per student. That is because physical plant maintenance and other basic services cannot be cut proportionately with decreased enrollments and budgets. Thus, it costs the state **more** to offer the student **less.** If a university were to suffer a large drop in enrollment, a similar situation would occur.

The following data on instructional cost per fiscal year full-time equivalent student were developed by the Technical Group on Fiscal and Budgetary Information; the figures were updated using actual enrollments for 1973-74 academic year.

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*See Appendix A-5, Chart III.

**Since enrollments are projected on a basis of net (or headcount) students and capacity is estimated on the basis of full-time equivalent students, the space analysis understates the actual number of students which can be accommodated. This understatement is highly significant in view of the increasing number of part-time students.

University of Montana	$1,713.34
Montana State University	1,614.53
Montana College of Mineral Science and Technology	2,260.47
Western Montana College	1,756.12
Eastern Montana College	1,465.45
Northern Montana College	1,880.21

The unit where cost per student appears to be most excessive is Western Montana College. This institution operates exclusively in the teacher education and liberal arts areas which are normally low cost programs. The costs at the two universities are rather low, primarily because they maintain a viable enrollment level. In comparison, they are even lower, because their cost includes not only the low-cost programs in education and liberal arts, but high-cost graduate and professional programs, as well. The cost per student at Montana College of Mineral Science and Technology is partially explained by the institution's emphasis on the more expensive engineering and science programs, though this does not mean that economies could not be achieved. The costs at Northern Montana College are influenced by the vocational-technical programs, which are also normally more expensive than liberal arts offerings.

EDUCATIONAL MISSION

Is the unit fulfilling a mission which is vital to the state and which could not be undertaken or absorbed by another campus? This question is closely related to "Capacities of Other Units" discussed above. However, one issue that must be addressed before considering the capacities of other campuses is whether the state and its students need the program at all. This question is particularly relevant to some education programs which are generally underenrolled, and reflect reduced student demand and declining state, as well as regional and national needs for teachers in the future. In other program areas where a societal and student need exists, the issue is which unit can offer the program at the highest quality and greatest efficiency. For example, we seriously questioned the need for engineering programs at two units and we explored the possible educational and economic gains of consolidating all engineering programs at one campus where the related support programs — mathematics, chemistry, physics, computer science, etc. — would be available to all engineering students without duplication. This was one of several alternatives considered.

POLICY OPTIONS

Applying all of the factors described above — minimum campus size, access, capacity of each unit, costs and educational mission, we have concluded that the Montana University System may face grave decisions regarding the futures of some campuses. When enrollments drop below the minimum viable level, the following policy options are available:

1. Status quo. This is, of course, the least disruptive course of action in the short run. It is also very expensive, cost per student will continue to increase as economies of scale are lost. This option is also most likely to result in deterioration of quality and of student curricular choices. Faculty, courses and programs will have to be continuously trimmed as costs rise and enrollments continue to decline -- or even if they remain stable. The excessive costs of maintaining an institution at a low enrollment level will damage the other units by draining resources which could be used more economically elsewhere.
2. Maintain the institution at a guaranteed level of funding. This would mean moving away from the enrollment-based budget. It would insure the institution of a sufficient funding to maintain faculty, programs and courses regardless of the number of students served.

However, it would be even more expensive than option 1 and would demand a larger proportion of the total funds available for higher education.

3. Add new programs. This is the typical response of an institution in enrollment trouble. If the need for new programs is clearly demonstrated and the institution is the most capable of providing the programs, this can be an option However, the primary objective in adding programs should be to meet student needs in the most efficient manner and not to bolster enrollments.
4. Change the institutional mission. Complete reorganization of a unit is feasible when there is a demonstrated need for some new kind of institution. However, physical plant and staff which have been assembled for a specific purpose are not easily converted.
5. Close the institution. This is obviously the most difficult and most painful option. It is fraught with political hazards and involves serious economic dislocations for individuals and communities. Yet, from an educational and fiscal point of view, this is the only rational option when none of the alternatives described above is acceptable. The short-run dollar savings are not always dramatic, particularly when bonds must be paid off. However, in the long run this may be the only way to achieve educational quality and cost-effectiveness.

ROLE AND SCOPE

The following recommendations specify the role and scope of each of our institutions of public postsecondary education, and establish cirteria for monitoring these institutions and their missions in the future.

80. These considerations should be utilized in determining the need for an institution of higher education:

- *a. role of the institution in maintaining and improving access to postsecondary education.*
- *b. present and potential size of the institution;*
  - *(1) must be large enough to assure students of a range of programs and courses of an adequate quality and with a diversified curriculum.*
  - *(2) must be large enough to utilize resources effectively.*
- *c. needs of individuals and society for programs and services offered.*
- *d. capacity of other institutions to absorb students and programs, if necessary, with equal or less cost to the state or the student.*

*81. On the basis of the above considerations, the Commission recommends that:**

- *a. Since Western Montana College has reached a stage in enrollment deficiency and financial deficiency serious enough to warrant special attention by the Board of Regents of Higher Education, the Regents re-evaluate the institution's programs and re-assess its mission so that the most creative and imaginative educational use of existing facilities can be achieved for Montana's total institutional needs. The Regents should closely monitor the enrollment and financial aspects of Western*

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*See Roll Call Votes, Appendix 1.

*Montana College and consider closure, if that decision best serves the interest of the total University System.**

b. *If enrollment at Northern Montana College falls substantially below the current level, the Regents should reevaluate the feasibility of continuing to operate the college as presently constituted.*

c. *The Regents should explore the possibility of the acquisition of the College of Great Falls as a 7th unit of the University System to be a four-year college within the state system.***

82. *The role and scope of the remaining institutions of public higher education should be as follows:*

a. *Eastern Montana College*

(1) *Should offer undergraduate instruction in the liberal arts and sciences and in teacher training; should offer the associate degree.*

(2) *May develop additional majors in the arts and sciences but only as demonstrated needs develop.*

(3) *Should carefully control Master's degree programs; the emphasis should be to provide services to practicing teachers.*

(4) *Should not offer the doctorate but may, through participation in consortia with the University of Montana and/or Montana State University, offer some courses and programs leading to the doctorate. This option should be utilized only in areas of special strength (such as special education) when the need for a program can be demonstrated and when Eastern Montana College's participation will enable the state to avoid duplication of faculty and facilities.*

b. *Northern Montana College*

(1) *Should offer baccalaureate programs in teacher training and vocational education, and one- and two-year programs in selective vocational and preprofessional fields; should offer the associate degree.*

(2) *Master's degree programs should be limited to the special needs and clientele of the college's service area with emphasis upon providing services to practicing teachers.*

c. *Montana College of Mineral Science and Technology should remain a highly specialized institution for instruction and research related to the minerals industries and supporting disciplines.*

(1) *Emphasis in the non-technical, supporting disciplines should be in those areas of the social sciences and humanities which best complement the technical aspects of the*

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*See Roll Call Votes, Appendix I.

**See Roll Call Votes, Appendix I.

institution's primary mission: political science (science and public policy), economics (minerals economics and the economics of technological development), and sociology (technology and society). Instruction in such humanistic disciplines as English and history should be retained, as it is essential to any baccalaureate program, but the Regents should re-assess the efficacy of BA programs in those fields at Montana Tech.*

(2) Montana Bureau of Mines and Geology should remain in Butte to strengthen its educational programs while improving research capabilities of the Bureau.

d. Montana State University

(1) Should offer a broad range of undergraduate programs in the liberal arts and sciences, teacher training, agriculture, engineering and selective professional areas, as well as the associate degree.

(2) Should provide graduate instruction, research and public service.

(3) Should share with the University of Montana exclusive authority in public higher education to award the doctorate. However, doctoral programs should be offered in a limited number of carefully selected disciplines except for such specialized programs which may be retained at Montana College of Mineral Science and Technology.

(4) Should provide four-year and graduate programs in engineering and have exclusive jurisdiction over the Ph.D.

(5) Ph.D. and Master's programs should emphasize the special character of the land grant university and the special needs of the state and region.

e. University of Montana

(1) Should offer a broad range of undergraduate programs in the liberal arts and sciences, teacher training and selective professional areas, as well as the associate degree.

(2) Should provide graduate instruction, research and public service.

(3) Should share with Montana State University exclusive authority in public higher education to award the doctorate. However, doctoral programs should be offered only in a limited number of carefully selected disciplines.

(4) Ph.D. and Master's programs should relate to the special needs of the state and region.

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*See Roll Call Votes, Appendix I.

  - *(5) Should remain the state's most comprehensive institution of higher education.*

- *f. Dawson College, Flathead Valley Community College and Miles Community College.*
  - *(1) Should offer instruction through the second year of college.*
  - *(2) Programs may include collegiate courses for transfer to four year institutions; instruction in vocational and technical courses leading to employment; general or liberal arts courses, and a particular concern for community and area services.*
  - *(3) Should grant the Associate Degree in Arts and Science and certificates in technical and vocational fields.*

Closing an educational institution is no easy matter for the personnel, for the community or for the state. We recommend adoption of the following policies with regard to institutional closures, now or in the future.

83. *If a unit of postsecondary education is closed, the state should attempt to find an alternate use for the physical plant.*
84. *If a unit of postsecondary education is closed or if a program is terminated or transferred to another unit, students who are dislocated as a result of such actions should receive full credit by the accepting institution for previous work. They should be able to complete their degrees in the same amount of time that would have been required had they completed their work at the institution in which they had previously enrolled.*
85. *If a program is transferred from one institution to another, faculty should normally be given the opportunity to transfer.*

PROPRIETARY EDUCATION

Another source of educational opportunity in Montana is proprietary education which offers occupational preparation courses usually of short duration. By its very nature, it tends to respond to the ebb and flow of the job market.

Proprietary schools may be expected to operate as long as the demand for their services continues because of the type of training offered and the limited clientele served. These institutions must remain responsible to the state with respect to standards of instruction and program content, conditions of facilities and accurate descriptions of program offerings, placement success and job promises in advertising and promotion. The state in turn, should recognize the contribution of proprietary education, particularly in its postsecondary education planning.

Therefore, we recommend that

86. *The Legislature provide adequate funding to assure that the Department of Business Regulation can fulfill its responsibilities with respect to regulation of proprietary schools.*

87. *Proprietary schools should be included in future long- and short-range state planning for postsecondary education in Montana.*

8

HEALTH CARE EDUCATION

In examining Montana's health care education needs we were guided by the following underlying assumptions:

> That quality health care is a basic right of all Montanans.
>
> That poor distribution of health care personnel, rather than shortages, is — generally speaking — the most serious deficiency in Montana's health care delivery system, especially in rural areas.
>
> That future needs, especially for Montana's health care facilities, are, in some cases, difficult to project, since ever-changing federal regulations — such as those which relate to Medicaid/Medicare — require different levels of care, which almost always call for increasing numbers of and more highly trained health personnel on a resident or consulting basis.
>
> That a national health insurance plan, which appears inevitable, may change the health care delivery system in the United States and will doubtless require the training and employment of more and more health care personnel.

Furthermore, the projection of future needs in the education of health care professionals at all levels for the state of Montana is complicated by two factors:

(1) Patterns of patient care are changing, responsibilities of the various professions and specialities in the allied health field are being altered and, therefore, educational programs must change. It is very possible that in the future there will be demands for types of allied health workers which do not exist today.

(2) Action by the federal government has had, and will continue to have, profound effects on health care and the related educational programs. These effects take two forms: one through federal requirements for licensing, certification or participation in federal programs; and the other through massive shifts or withdrawals of funds in and out of various educational programs. No one has been able to predict when or where these changes will occur; the only thing that can be predicted with certainty is that there will continue to be uncertainty as far as federal action is concerned.

An extremely important part of health care education for Montana students is carried on by professional schools and health care facilities outside of the state. Without the population base necessary for conventional, full-fledged schools of medicine, dentistry and veterinary medicine, the State must rely on its neighbors for education in these professions and in some specialized support fields. Medical education relies primarily on the Washington, Alaska, Montana, Idaho Medical Education Program (WAMI), operating out of the University of Washington. Other areas rely on the subsidized exchange programs arranged by the Western Interstate Commission for Higher Education (WICHE).

If a single overriding problem can be identified, it is that of access to these programs by Montana students, particularly those seeking training in human medicine, veterinarian medicine and dentistry. In many cases the real bottleneck, both for the student who wishes to pursue a particular career and for the state which needs trained people in all health care areas, appears to be obtaining admission to an out-of-state professional school or internship program. There is a rapidly accelerating trend for these institutions to admit fewer and fewer out-of-state students, and at the same time, to expect the sending state to pay an amount closer to full cost of the education or training program. Montana must protect opportunities for health care education which are not available in the state, and this will probably take the form of "buying" (at the full educational cost) places in out-of-state professional schools and training programs. The alternative is that the access of Montana students to these programs will become increasingly difficult and perhaps even cease. Therefore, we make the following recommendations affecting interstate programs:

88. Support should be given to the Washington, Alaska, Montana, Idaho Medical Education Program (WAMI), and the Legislature should appropriate the necessary amount of dollars each year to keep it working in this state. However, financial support should be contingent upon a written guarantee from the University of Washington School of Medicine that the full number of up to 80 qualified medical students will actually be admitted within the next four years.

89. The WAMI program should make a systematic effort to introduce Montana's medical students to rural areas during the community clinical phase of their education, rather than concentrating them in the urban areas of the state. A system providing for forgiveness of educational loans in return for practicing medicine in rural areas should be devised for WAMI.

90. Montana should continue supporting the Western Interstate Commission for Higher Education (WICHE) Student Exchange Program and increase its level of support as required. The Regents should consider a system which takes into account the variability in the economic needs of Montana students attending out-of-state medical, dental and veterinary medical schools with a provision which would require (in some instances) repayment to the state of the amount the state pays to meet out-of-state tuition costs. It should include, too, a loan forgiveness feature contingent upon a period of practice in Montana once the education has been completed.

91. The Montana State University System should be encouraged to seek new models of interstate cooperation in veterinary medicine education.

92. The Commission refers the recommendations of the Technical Group on Health Care Education to the governing boards of post-secondary education to be considered in conjunction with their responsibility for review of new and existing programs.

HEALTH CARE EDUCTION

8

After reviewing the needs and educational programs in health care support and related professions, we recommend that

93. *Efforts be made to develop flexibility in nursing programs from Licensed Practical Nurse (LPN) to baccalaureate degree nurses. This would include efforts to make it possible for LPN and Associate Degree nurses to enter baccalaureate programs, receiving credit for their previous training.*

Changes in the health care field occur so rapidly that persons in it must work constantly to keep current. The State should do its share to keep medical practice abreast of contemporary standards. Therefore, we recommend that

94. *All health care personnel have available to them, and be encouraged to participate in, adequate continuing education and in-service training programs.*
95. *All potential sources for continuing education should be investigated — Montana Medical Education and Research Foundation (MMERF), the University System, the vocational-technical centers and the allied health and professional associations — and a coordinating system should be designated to accommodate continuing health care education in the total health care field.*
96. *The Montana University System and the Department of Institutions should coordinate long-range planning in program and facility needs toward the objective of sharing resources, to achieve both the custodial and health care aims of the institutions and the clinical and other educational aims of the University System.*

9

NATIVE AMERICANS AND POSTSECONDARY EDUCATION

For the sake of Montana's native peoples, and as a measure of the state's dignity, it is time to stop the learned rhetoric and to start learning action in early, basic and higher education. Native American education is so far in the past that it cannot wait on the future. For most of the native peoples of Montana there is no "today" in education. The evidence is uncompromisingly clear: Native American learners are caught in a network of mutually reinforcing handicaps ranging from material poverty to racism, illness, geographical and social isolation, language and cultural barriers, defacto segregation and simple hunger.

Native Americans not only need but want better schooling. They must have it, and they must have it immediately. We are convinced of their need for better schooling on their own terms with a major voice in the determination of objectives, active involvement in program development and strengthening of their own cultural base. And they must have better schooling both as individuals and as families.

Formal schooling for Native Americans must become more relevant to their values, customs and historical perspectives. This relevance is necessary for those making their initial forays into further education. It requires a strengthening of their own heritage as an antidote to the cultural shock that awaits them — or may have already brought them down. Improved course offerings in the Native American's cultural heritage are needed at all stages of education with particular emphasis on language, history, religion and social, political and recreational pursuits.

If we succeed in this, the energy now expended on distrust and hostility may be rechanneled into a healthy pluralism. We recommend, therefore, that

97. *The State Board of Education and the Montana postsecondary institutions fully implement the mandate of the new Montana Constitution (Article X, Sec. 2) through continued expansion of innovative projects and existing Indian programs.*

98. *Montana postsecondary institutions should develop a set of institutional goals and objectives relating to Native Americans which would include, but not be limited to, welfare of students, educational programs, Indian community activities, etc.*

9

NATIVE AMERICANS AND POSTSECONDARY EDUCATION

99. *Funding for Native American Studies Programs should be increased based on Indian student needs, population and the number of Montana Indian communities to be served. The criteria for future state funding and for establishing programs should be based on effective administrations, research activities, curriculum developments and support services, etc.*

100. *Postsecondary institutions should support financially, future Native American cultural activities on campus (museum exhibits, pow-wows, student conferences, art and cultural functions, etc.) the same as other school functions during the academic year.*

101. *Postsecondary institutions and concerned state agencies should support the new Indian Culture Master Plan for the Education of Public School Teachers (HB 343, HJR 60) and provide assistance for its implementation.*

To achieve the goals we consider essential for an effective relationship between the postsecondary education system and the Native American population, clear policy for positive action must be established. We recommend that

102. *The Board of Regents and the Board of Public Education review educational policies as they relate to Indian students and initiate the necessary action to insure that the educational needs of the Native American people are being met.*

103. *The Board of Regents should appoint a standing subcommittee composed of Indian educators, tribal representatives and concerned people to review financing and administration of institutional programs for Native Americans and to deal with issues affecting the concerns of Montana Indian communities.*

104. *Student financial aid officials (tribal/institutional/federal) should make a responsible effort to develop new aid programs or a new statewide Indian financial aid formula on behalf of Indian students attending postsecondary institutions, taking into consideration treaty rights, tribal grants, state fee waivers, economic opportunity grants, legislation, etc.*

105. *Directors of college work-study programs should develop a policy which affords the Indian student an opportunity to work on or near reservations under the guidelines of the federal work-study program.*

106. *The Board of Regents should review the State Indian Fee Waiver and recommend to the legislature any reform needed to make the waiver applicable to all tribal Indian students.*

If we hope to buttress native pride and adaptability, we must begin when the critical aspects of personality formation are underway and must remain fixed on this objective throughout later education. Interracial tolerance, understanding and mutual respect cannot come about unless we help learners to achieve personal security and self-esteem from the very beginning. We need to establish mechanisms that will insure achievement of these purposes, and to this end, we recommend that

107. *Presidents and/or directors of postsecondary institutions create an*

Indian Review Board with membership selected with the assistance of responsible tribal and urban Indian groups. The Board should address itself to issues and problems confronting postsecondary institutions and Native American communities.

108. *Those institutions having significant Indian student populations or Indian community involvement should provide special services (skill classes, cultural classes, Indian counselors, tutors, etc.) for students needing this type of program.*

109. *Provision should be made for Indian students to have access to qualified Indian counselors (for at least 4 years) as well as tutors (for at least 2 years) to assist them in adapting to the foreign environment of the institution.*

110. *An effort should be made by officials of student health services to develop a uniform Indian student health plan in coordination with the Indian Public Health Service.*

111. *The Commissioner of Higher Education should seek funds to finance an annual conference on Native Americans in postsecondary education. Participants should include representatives of postsecondary institutions, Indian students, Montana Indian community people, state educational officials, etc.*

112. *All postsecondary institutions should develop and maintain data on Indian students and Indian community projects for the purpose of public accountability.*

113. *The Commissioner of Higher Education should evaluate institutional programs for Indians and make recommendations for insuring full and acceptable participation in these programs by Montana Native Americans.*

114. *The Board of Regents should develop an annual report concerning Native Americans in postsecondary education to be disseminated statewide.*

Another guarantee of effective Native American programs is adequate Indian representation in policy and operating positions in the state. We recommend that

115. *The Governor appoint a Native American to the Board of Regents*

116. *The Board of Regents should seek funds from the Legislature for a permanent Indian staff member in the office of the Commissioner of Higher Education for the purpose of coordinating Indian affairs and programs at postsecondary institutions.*

117. *All postsecondary institutions should make an immediate effort to employ qualified Indian faculty and non-instructional staff on all levels.*

10

ACCOUNTABILITY

While the word "accountability" is fairly new in educational circles, the fundamental concept is not. The basis of accountability is responsibility; the basic question it raises is "Who is accountable, to whom and for what?"

In earlier times, accountability in postsecondary education usually meant the responsibility of institutions to use funds, particularly public funds, to achieve the general purposes for which they were appropriated. This was a narrow concept of accountability that related to cost accounting and fiscal reporting. More recently, the concept of accountability has taken on a broader meaning encompassing all aspects of the postsecondary educational system — costs, educational effectiveness and the mutual and interacting responsibilities of all participants in the system, i.e., students, faculty, administrators, board members, the public and its elected leaders.

We endorse the broad concept of accountability. We believe that if accountability is to be meaningful, it should pervade every level and function of postsecondary education. It is for this reason that many of the preceding chapters contain recommendations for strengthening accountability, including

—Statements of goals (Chapter I) and institutional missions (Chapter VII) which set forth the responsibilities of our system of postsecondary education and of each component.

—Recommendations regarding the rights and responsibilities of governing boards and their chief staff officers (Chapter IV).

—Proposals for systematic evaluation of chief administrative officers of the institutions and their staffs (Chapter IV).

—Periodic review of the arrangements for governance of postsecondary education (Chapter IV).

—Responsibilities and criteria for planning and reviewing new and existing programs (Chapter V).

—Responsibilities for improvement of the educational process for assuring cooperation between postsecondary and secondary education and for the improvement of counseling (Chapter III).

—Responsibilities for reviewing tenure and staffing procedures (Chapter III).

—Responsibilities for financing postsecondary education and for providing equal access through student aid (Chapter VI).

—Responsibilities for full disclosure of costs and expenditures and for cooperation in post-audits (Chapters IV and VI).

We recognize that the executive and legislative branches of government need more detailed and sophisticated information on the use of resources in postsecondary education. We believe that the work of our Technical Group on Fiscal and Budgetary Information has provided the most detailed and comprehensive data ever produced on the costs of postsecondary education in Montana. Yet much more needs to be done to refine this information and to insure that, henceforth, it will be collected systematically and continuously as we recommended in Chapter 6. The collection and publication of this type of data will provide a more rational basis for policy at the state level, improve internal management of the institutions and increase public confidence in postsecondary education.

Beyond the issue of costs is the issue of value received. The current trend in accountability is to focus upon outcomes and results and to attempt to relate them to relevant inputs — dollars, personnel, instructional techniques, etc. In other words, in addition to knowing how much it costs, there is a need to know what has been achieved in terms of educational effectiveness. In one of its last reports, the Carnegie Commission recommended examination of accountability in terms of "value added" — what the student gains as a result of the educational effectiveness. At the present time we can measure student gains in credit hours or degrees, but these tend to be indicators of persistence rather than of actual learning. A related problem is that credits and degrees do not reveal the effectiveness of postsecondary education in its non-instructional functions such as research and public service. Therefore, better indicators of the effectiveness of our postsecondary institutions must be developed.

As these new indices of effectiveness are developed — and we believe they will be developed — it is important that they take into account the diversity of postsecondary institutions and their missions. Different standards of accountability should be applied to universities, state colleges, community colleges and vocational-technical institutions. Accountability should not become uniformity. However, this does not mean that procedures for disclosing and reporting information should not be as compatible as possible.

118. The state planning agency for postsecondary education should develop a comprehensive, compatible management information system.

- *a. The elements in the system should be those with reasonable potential for direct use by the units, systems offices, boards and by state government for policy and planning purposes.*
- *b. All elements put in the system should be as compatible as possible.*
- *c. Dual or duplicate systems are extremely expensive to maintain and should be avoided.*

Accountability to the public and its representatives at the state level must be complemented by accountability at the institutional level. We believe that explicit statements of rights and responsibilities for each of the internal constituencies of postsecondary education can contribute to accountability.

10

ACCOUNTABILITY

119. *Governing boards should develop statements of rights and responsibilities for members of the institutions (including faculty, students, administrators, staff and trustees) along the lines suggested in the Technical Report on Accountability:*

- *—Accountability of postsecondary education to the public and its representatives.*
- *—Accountability of postsecondary education to the student.*
- *—Accountability of the individual (faculty, students, staff) to the institution.*

120. *The Board of Regents should be encouraged to publish an annual report on its activities including its financial status, as well as the goals and objectives of higher education in the state. This report should be made available to the Legislature each December.*

A system of accountability will protect the interests of all involved in postsecondary education and facilitate cooperation for greater educational effectiveness. Equally important is the fact that the process of accountability stimulates individuals and institutions to think about and explain what they do and why; thereby, it encourages constructive change. We agree with the recent statement of a national study group on graduate education:

> While accountability is often perceived as a threat, it can also be regarded as a challenge. Those who ask institutions of advanced learning to justify themselves, are, by that very deed, offering such institutions a chance to engage in self-study, and are, in addition, providing faculties and administrations alike with a way of achieving unified visions of purpose. . . .

11

ADDITIONAL RECOMMENDATIONS

In preceding chapters we have suggested policies for some of the needs confronting Montana postsecondary education. More importantly, we have recommended processes — particularly in coordination and planning — by which Montana might better meet the needs of our people for postsecondary education in the future.

During our final deliberations, we recognized three issues which we had not included in the Draft Report. The first is the issue of intercollegiate athletics. Its resolution requires leadership, courage and sensitivity on the part of the higher education community. We recommend, therefore, that

121. *The Board of Regents require all institutions participating in intercollegiate athletics to use a uniform accounting system developed by the Board of Regents.*

122. *Student funding of intercollegiate athletics should be controlled by the students through student government. The administration at each institution can establish the athletic gate charge for the student body based upon the student funding.*

123. *An effort should be made to coordinate the total physical education program at each institution including recreation, intramural sports, intercollegiate athletics and physical education.*

124. *State appropriated funds should be limited to the following aspects of the intercollegiate athletics program: (1) salaries of staff such as athletic directors, trainers, coaches, equipment managers and office secretaries (2) payment of travel expenses of staff members authorized to attend officially scheduled meetings or to accompany athletes for officially scheduled events away from home (3) maintenance of the appropriate physical plant including utilities (4) office supplies and equipment (5) conference dues and assessments (6) payment of student athlete's labor at the same rate as paid to other students for employment in bona fide positions.*

11

ADDITIONAL RECOMMENDATIONS

> 125. *In addition to the implementation of the above recommendations, the Board of Regents should undertake an in-depth study of intercollegiate athletics in postsecondary education immediately. The study should include the impact of Title IX (equal opportunity for female participation) on the total physical education program including intercollegiate athletics.*

At the public hearings held during September, 1974, we listened with interest to the proposal that community college instruction could be delivered on the Blackfeet Reservation. While time did not permit an examination of such a proposal in detail, we believe the underlying principle has merit. Therefore,

> 126. *The Commission accepts in principle a Blackfeet Community College. This institution should receive its direction and policy determination from an accredited community college.*

Finally, in view of the recommendations which call for no immediate change in the status quo of the University System, we wish to emphasize that merely allowing the units of higher education to survive, is insufficient. Each unit must be funded at a level which assures students of a high quality of education.

> 127. *The Montana Commission on Postsecondary Education strongly recommends that the people of the State of Montana, the Governor, the Legislature and the Board of Regents support each unit at a viable level, allowing it to fulfill its mission without loss of quality, since the status quo and current funding trends are inadequate. We recommend further, that the current budget of the Board of Regents be revised upward.**

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*See Roll Call Votes, Appendix I.

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APPENDIX A

SUPPLEMENTARY DATA

APPENDIX A-1

CHART I

UNIVERSITY SYSTEM ENROLLMENT DECREASES, 1970-71 THROUGH 1973-74 (FYFTE)*

	1970-71	1973-74	%Decrease
UM	8,809	8,312	5%
MSU	8,479	8,174	4%
MCMST	951	683	28%
WMC	1,224	721	41%
EMC	3,937	2,815	28%
NMC	1,552	1,067	31%
University System	24,952	21,824	13%

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*In Montana, an undergraduate student who carries 15 credit hours or a graduate student who carries 12 credit hours is considered a Full-Time Equivalent (FTE) student. To obtain the FTE enrollment of an institution, the total student credit hours produced in each of these areas is divided by either 15 or 12, then totaled. Fiscal Year Full-Time Equivalent (FYFTE) enrollment is the average number of FTE students attending an institution during the entire academic year — fall, winter, spring and summer.

APPENDIX A-2

CHART II

UNIVERSITY SYSTEM FALL ENROLLMENTS, 1970-71 THROUGH 1973-74 (FTE)*

	1970-71	1971-72	1972-73	1973-74
UM	8,387	8,666	8,557	7,939
MSU	8,412	8,319	8,060	8,207
MCMST	1,006	905	785	733
WMC	1,131	1,034	877	706
EMC	3,832	3,277	2,594	2,536
NMC	1,469	1,368	1,065	962

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*In Montana, an undergraduate student who carries 15 credit hours or a graduate student who carries 12 credit hours is considered a Full-Time Equivalent (FTE) student. To obtain the FTE enrollment of an institution, the total student credit hours produced in each of these areas is divided by either 15 or 12, then totaled.

APPENDIX A-3

CHART III

UNIVERSITY SYSTEM ENROLLMENTS FALL, 1974 (FTE)

Institution	Lower Division	Upper Division	Graduate	Total
UM	4,810	2,680	691	8,181
MSU	5,651	2,559	320	8,530
MCMST	580	156	11	747
WMC	445	253	31	729
EMC	1,727	864	85	2,676
NMC	741	195	15	951
University System	13,954	6,707	1,153	21,814

APPENDIX A-4

LOCAL ENROLLMENT — MONTANA UNIVERSITY SYSTEM AND COMMUNITY COLLEGES

University of Montana	
Undergraduates from Missoula County	—21.30%
Freshmen from Missoula County	—19.26%
First time beginning freshmen from area of proximity*	—73.94%
Montana State University	
Undergraduates from Gallatin County	—15.88%
Freshmen from Gallatin County	—11.98%
First time beginning freshmen from area of proximity	—87.82%
Montana College of Mineral Science and Technology	
Undergraduates from Silver Bow County	—66.7%
Freshmen from Silver Bow County	—72.9%
First time beginning freshmen from area of proximity	—36.76%
Eastern Montana College	
Undergraduates from Yellowstone County	—50.68%
Freshmen from Yellowstone County	—55.73%
First time beginning freshmen from area of proximity	—42.92%
Northern Montana College	
Undergraduates from Hill County	—38.60%
Freshmen from Hill County	—37.50%
First time beginning freshmen from area of proximity	—44.05%
Western Montana College	
Undergraduates from Beaverhead County	—32.86%
Freshmen from Beaverhead County	—27.21%
First time beginning freshmen from area of proximity	—62.66%
Dawson Community College	
Undergraduates from Dawson County	—58.20%
Freshmen from Dawson County	—57.73%
First time beginning freshmen from area of proximity	—71.42%
Flathead Valley Community College	
Undergraduates from Flathead County	—90.24%
Freshmen from Flathead County	—84.89%
First time beginning freshmen from area of proximity	—70.20%
Miles City Community College	
Undergraduates from Custer County	—76.47%
Freshmen from Custer County	—60.92%
First time beginning freshmen from area of proximity	—54.44%

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*The Area of Proximity is composed of each county which has a significant portion falling within a 40-mile radius of the institution.

APPENDIX A-5

CHART IV

ASSIGNABLE ACADEMIC SQUARE FEET MONTANA HIGHER EDUCATION*

Public Colleges (using factor of 93 sq. ft per FTE)

Montana College of Mineral Science & Technology	1,259 FTE capacity
Western Montana College	1,609 FTE capacity
Eastern Montana College	2,800 FTE capacity
Northern Montana College	1,991 FTE capacity
Total	7,659 FTE capacity

Public Universities (using factor of 114 sq. ft. per FTE)

University of Montana	6,652 FTE capacity
Montana State University	8,145 FTE capacity
Total	14,707 FTE capacity

Community Colleges (using factor of 103 sq. ft. per FTE)

Dawson College	391 FTE capacity
Miles Community College	368 FTE capacity
Flathead Valley Community College	522 FTE capacity
Total	1,281 FTE capacity

Total Public Higher Education

Public Colleges	7,659 FTE capacity
Public Universities	14,707 FTE capacity
Community Colleges	1,281 FTE capacity
Total	23,647 FTE capacity

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*"Assignable academic square feet" is a rough but generally accepted standard for determining full-time equivalent (FTE) student capacity. It takes into account classrooms, libraries, labratories and office space but does not include space used for support or auxiliary services or the physical condition of facilities. The institutional FTE capacities above are based upon the following space utilization standards

Classrooms — 30 hours per week at 60% occupancy.
Laboratories — 20 hours per week at 80% occupancy.

These standards could be raised, thereby increasing institutional capacities.

APPENDIX A-6

BONDED INDEBTEDNESS — MONTANA UNIVERSITY SYSTEM

Institution	Issued	Redeemed to June 30, 1973	Outstanding June 30, 1973
UM	$24,767,000	$4,379,000	$20,388,000
MSU	33,101,000	7,646,000	25,455,000
EMC	6,401,000	1,165,000	5,236,000
NMC	6,064,000	2,398,000	3,666,000
WMC	2,312,000	437,000	1,875,000
MCMST	1,450,000	108,000	1,342,000

Source: State of Montana, **Financial Report**, 1972-73

APPENDIX A-7

MONTANA AND NATIONAL BIRTH RATES

Year	Live Births	Birth Rate*	Estimated Mid-Year Population	National Birth Rate*
1940	11,468	20.5	559,456	19.4
1941	11,545	21.8	530,000	20.3
1942	11,735	23.5	500,000	22.2
1943	11,407	24.3	470,033	22.7
1944	10,943	22.5	487,300	21.2
1945	10,601	21.0	504,600	20.4
1946	12,858	24.6	521,900	24.1
1947	15,086	28.0	539,200	26.6
1948	15,035	27.0	556,500	24.9
1949	15,366	26.8	573,800	24.5
1950	15,592	26.4	591,024	24.1
1951	15,929	26.7	596,000	24.9
1952	16,479	27.4	602,000	25.1
1953	15,596	26.9	616,000	25.1
1954	17,276	27.7	624,000	25.3
1955	17,454	27.4	636,000	25.0
1956	17,703	27.0	656,000	25.2
1957	18,219	27.3	667,000	25.3
1958	17,275	25.9	666,000	24.5
1959	17,646	26.4	669,000	24.0
1960	17,448	25.9	674,767	23.7
1961	17,368	25.5	682,000	23.3
1962	16,818	24.7	709,000	22.4
1963	15,934	22.5	707,000	21.7
1964	15,094	21.4	705,000	21.0
1965	13,641	19.3	706,000	21.7
1966	12,623	18.0	702,000	18.4
1967	12,087	17.2	701,000	17.8
1968	11,992	17.3	693,000	17.5
1969	11,762	16.9	694,000	17.8
1970	12,622	18.2	694,409	18.4
1971	12,347	17.4	710,000	17.3
1972	11,444	15.9	719,000	15.6**
1973	11,392	15.8	721,000	15.0**

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*Per 1,000 estimated Population

**Provisional

Source Montana Department of Health, June, 1974.

PUBLIC SCHOOL ENROLLMENT BY GRADE*
1965-66 through 1973-74

School Year	1	2	3	4	5	6	7	8	Ungr & Sp Ed	Total Elem	9	10	11	12	Ungr & Sp Ed	Total H S	Grand Total
1965-66	16,120	14,842	14,822	14,296	13,916	13,875	13,705	13,355	676	119,256	12,966	12,268	11,564	10,633	46	47,477	166,733
1966-67	15,858	15,073	14,321	14,610	13,981	13,731	13,882	13,503	8,809	119,279	13,553	12,495	11,695	10,857	70	48,670	167,949
1967-68	15,904	15,010	14,889	14,335	14,557	13,973	14,068	13,798	1,261	121,401	13,708	13,208	12,027	11,122	173	50,228	141,629
1968-69	15,622	14,754	14,595	14,586	14,158	14,284	14,010	13,764	1,455	120,729	13,897	13,441	12,724	11,424	333	51,819	172,548
1969-70	14,638	14,788	14,554	14,633	14,695	14,359	14,551	14,042	1,727	121,219	14,055	13,546	12,806	11,892	256	52,555	173,774
1970-71	13,812	14,115	14,750	14,676	14,628	14,701	14,681	14,600	1,662	120,860	14,291	13,819	13,018	12,205	339	53,672	174,532
1971-72	13,266	13,527	14,195	14,785	14,651	14,611	14,776	14,509	1,540	119,204	14,288	14,105	13,183	12,325	312	54,213	173,417
1972-73	12,446	12,753	13,409	14,181	14,926	14,754	14,886	14,812	1,173	117,182	14,689	14,452	13,284	12,296	447	55,168	172,350
1973-74	12,134	12,006	12,738	13,415	14,238	14,967	14,872	15,009	1,875	115,416	15,588	14,530	13,697	12,192	622	56,629	172,045

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*As of October 1 of each school year

DEGREES GRANTED BY UNITS OF MONTANA UNIVERSITY SYSTEM 1966-67 THRU 1973-74

UNIVERSITY OF MONTANA

Degree Programs	Degrees Granted 66-67	67-68	68-69	69-70	70-71	71-72	72-73	73-74	1966-67 to 1973-74 Total	1966-67 to 1973-74 Average
DOCTORATES										
Doctor of Philosophy in:										
Botany	1	0	1	1	0	6	0	3	12	1.5
Chemistry	0	0	1	1	4	0	0	2	8	1
Forestry	0	0	0	1	5	0	1	1	8	1
Geology	4	2	2	1	2	2	3	1	17	2.13
History	0	0	0	1	0	2	0	1	4	.50
Mathematics	0	0	0	0	0	2	1	1	4	.50
Microbiology	0	1	1	2	1	0	3	2	10	1.25
Psychology	1	1	4	5	5	9	15	18	58	7.25
Sociology	-	0	0	0	0	0	2	1	3	.38
Zoology	4	1	4	3	1	2	2	3	20	2.50
Doctor of Education	7	10	7	9	14	11	13	22	93	11.63
Juris Doctor and Bachelor of Law	35	34	47	34	35	40	64	51	340	42.50
MASTER'S DEGREES										
Master of Arts in:										
Anthropology	5	4	1	1	2	2	4	7	26	3.25
Art	5	3	0	2	4	1	2	2	19	2.36
Botany	0	1	1	2	0	2	0	0	6	.75
Drama	6	3	4	3	1	5	0	0	22	2.75
Economics	4	0	3	3	1	2	0	2	15	1.88
Education	5	2	1	1	4	1	1	0	15	1.88
English	9	5	5	7	6	11	7	9	59	7.38
French	1	2	0	1	2	7	1	2	16	2.00
Geography	1	0	2	2	0	0	4	2	11	1.38
Geology	0	0	1	0	0	1	1	1	4	.50
German	1	1	0	1	1	0	0	0	4	.50
Guidance & Counseling	3	9	11	10	18	17	16	10	94	11.75

APPENDIX A-9

Degree Programs	Degrees Granted 66-67	67-68	68-69	69-70	70-71	71-72	72-73	73-74	1966-67 to 1973-74 Total	1966-67 to 1973-74 Average
History	11	8	11	11	2	13	4	8	68	8.50
Journalism	2	1	2	2	2	2	2	0	13	1.63
Mathematics	4	6	6	5	6	5	2	9	43	5.38
Music History & Lit.	1	0	0	2	0	0	0	0	3	.38
Philosophy	0	0	0	0	1	0	1	1	3	.38
Physics	1	0	0	0	1	0	0	1	3	.38
Political Science	1	3	2	4	5	3	6	4	28	3.50
Psychology	4	7	9	9	14	6	11	10	70	8.75
Sociology	3	7	8	2	2	2	7	3	34	4.25
Spanish	1	1	0	6	8	4	1	5	26	3.25
Speech Communication	3	1	4	3	6	2	5	6	30	3.75
Speech Pathology & Audiology	4	3	4	3	4	4	10	9	41	5.13
Zoology	2	4	3	3	3	0	1	4	20	2.50
Master of Science in:										
Botany	1	0	3	1	0	1	1	0	7	.88
Business Administration	4	2	4	6	13	6	6	4	45	5.63
Chemistry	3	1	3	2	3	3	5	3	23	2.88
Environmental Studies	-	-	-	-	-	3	2	5	10	3.33
Forestry	5	6	4	5	6	7	4	3	40	5.00
Geology	4	6	2	2	7	7	6	6	40	5.00
Health & Physical Education	4	3	7	4	1	6	5	3	33	4.13
Microbiology	3	4	1	2	1	3	5	3	22	2.75
Pharmacy	0	1	0	0	0	0	0	1	2	.25
Physics	0	0	0	0	0	0	0	0	0	0
Recreation	0	0	0	0	0	0	0	2	2	.25
Resource Conservation	2	0	0	1	2	2	2	2	11	1.38
Wildlife Biology	3	2	5	3	2	3	4	3	25	3.13
Wildlife Management	-	-	-	-	1	1	-	-	2	1.00
Zoology	0	0	3	2	1	5	0	0	11	1.38
Master of Arts for Teachers of English	0	0	1	4	0	0	0	1	6	.75
Master of Science for Teachers of Biological Sciences	6	16	23	17	17	26	9	4	118	14.75

APPENDIX A-9

Degree Programs	Degrees Granted 66-67	67-68	68-69	69-70	70-71	71-72	72-73	73-74	1966-67 to 1973-74 Total	1966-67 to 1973-74 Average
Master of Science for Teachers of Chemistry	0	0	1	1	0	1	0	0	3	.38
Master of Science for Teachers of Health, Physical Education and Recreation	0	0	0	3	4	3	2	0	12	1.50
Master of Arts for Teachers of Chemistry	-	-	-	-	-	2	0	0	2	.67
Master of Arts for Teachers of Mathematics	11	25	8	22	16	20	4	17	123	15.38
Master of Business Administration	3	8	4	10	28	38	58	45	194	24.25
Master of Education	50	43	52	73	84	63	62	67	494	61.75
Master of Fine Arts										
Art	4	3	7	8	6	6	10	3	47	5.88
Creative Writing	0	1	3	6	3	9	17	8	47	5.88
Drama	0	0	0	1	1	3	1	0	6	.75
Master of Forestry	1	1	3	2	2	2	5	1	17	2.13
Master of Music	5	3	2	4	2	4	2	2	24	3.00
Master of Music Education	4	8	10	4	7	2	6	2	43	5.38
Master of Resource Administration	1	-	-	-	-	6	2	0	9	2.25
Master of Speech Pathology and Audiology	0	1	0	2	0	0	0	0	3	.38
Master of Urban Studies	0	0	0	0	3	3	1	2	9	1.13
BACHELOR'S DEGREES										
Bachelor of Arts, with major in:										
Anthropology	11	7	17	21	22	21	28	24	151	18.88
Anthropology-Sociology	1	2	-	-	-	0	0	0	3	.60
Art	4	4	10	12	11	9	12	15	77	9.63
Biology	6	1	0	1	5	11	13	14	51	6.38
Botany	5	3	1	3	3	3	9	15	42	5.25

APPENDIX A-9

Degree Programs	Degrees Granted 66-67	67-68	68-69	69-70	70-71	71-72	72-73	73-74	1966-67 to 1973-74 Total	1966-67 to 1973-74 Average
Chemistry	2	3	3	6	3	2	5	6	30	3.75
Classics	-	-	-	-	-	-	0	1	1	.50
Drama	2	1	3	3	2	1	2	2	16	2.00
Economics	14	22	14	25	17	26	11	18	147	18.38
Economics-Political Science	2	4	2	7	2	3	5	11	36	4.50
Economics-Sociology	2	0	1	2	3	2	3	0	13	1.63
English	36	43	45	61	71	51	44	47	398	49.75
French	14	23	19	17	9	3	11	13	109	13.63
Geography	5	4	3	10	10	10	3	16	61	7.63
Geology	8	2	5	8	10	8	5	10	56	7.00
German	4	4	3	5	5	3	1	5	30	3.75
Health & Physical Education	6	5	4	6	6	6	8	4	45	5.63
History	35	31	35	33	43	33	26	33	269	33.63
History-Political Science	18	21	26	44	46	46	26	30	257	32.13
Home Economics	9	8	10	16	10	7	9	11	80	10.00
Italian	[illegible]	-	-	-	-	-	1	0	1	.50
Latin	1	0	0	0	1	1	2	1	6	.75
Liberal Arts	22	13	14	26	19	32	22	18	166	20.75
Library Science	1	2	-	-	-	0	0	0	3	.60
Mathematics	12	10	14	13	10	16	15	5	95	11.88
Microbiology	8	4	7	15	7	10	11	4	66	8.25
Music	1	0	1	0	0	0	3	1	6	.75
Philosophy	2	3	3	8	10	11	4	11	52	6.50
Physical Science	3	0	2	1	1	0	0	1	8	1
Physics	2	2	7	3	2	4	5	2	27	3.3[illegible]
Political Science	10	8	14	24	30	24	24	30	164	20.[illegible]
Pre-Medical Sciences	3	1	5	6	5	6	8	5	39	4.88
Psychology	13	12	17	21	23	27	32	33	178	22.25
Recreation	-	-	0	0	1	0	1	3	5	.83
Religious Studies	-	-	-	-	-	-	-	2	2	2
Russian	-	0	1	3	1	5	4	2	16	2.29
Social Welfare	9	16	14	25	31	46	49	50	240	30.00
Sociology	40	35	39	36	44	37	43	70	344	43.00

APPENDIX A-9

Degree Programs	Degrees Granted 66-67	67-68	68-69	69-70	70-71	71-72	72-73	73-74	1966-67 to 1973-74 Total	1966-67 to 1973-74 Average
Spanish	15	12	16	15	11	8	9	6	92	11.50
Speech Communication	5	2	6	5	4	7	8	14	51	6.38
Speech Pathology & Audiology	12	12	9	13	16	9	10	21	102	12.75
Zoology	14	10	22	8	17	17	18	18	124	15.50
Bachelor of Arts in Business Adm.	15	14	21	18	22	26	16	30	162	20.25
Bachelor or Arts in Education	160	168	193	221	247	261	173	144	1,567	195.88
Bachelor of Arts in Journalism	20	22	21	21	9	18	21	34	166	20.75
Bachelor or Arts in Radio-TV	1	4	4	8	5	8	7	12	49	6.13
Bachelor of Science, with major in Chemistry	5	5	1	4	4	6	3	1	29	3.63
Computer Science	-	-	-	0	1	2	6	7	16	3.20
Health & Physical Education	41	49	49	46	51	53	50	35	374	46.75
Home Economics	21	23	20	19	21	36	22	23	185	23.13
Recreation	-	-	-	0	1	5	9	11	26	5.20
Bachelor of Science in Business Adm.	147	161	140	184	182	170	130	147	1,261	157.63
Bachelor of Science in Forestry	58	63	61	66	80	66	71	57	522	65.25
Bachelor of Science in Medical Technology	3	4	5	6	9	5	4	16	52	6.50
Bachelor of Science in Pharmacy	24	39	26	26	30	27	20	24	216	27.00
Bachelor of Science in Physical Therapy	13	0	0	0	0	0	0	2	15	1.88
Bachelor of Science in Resource Conservation	4	1	0	3	3	11	11	30	63	7.88
Bachelor of Science in Wildlife Biology	24	15	23	19	35	26	35	34	211	26.38

APPENDIX A-9

Degree Programs	Degrees Granted 66-67	67-68	68-69	69-70	70-71	71-72	72-73	73-74	1966-67 to 1973-74 Total	1966-67 to 1973-74 Average
Bachelor of Fine Arts, with major in:										
Art	5	1	4	6	11	13	21	14	75	9.38
Drama	-	-	-	3	7	4	3	7	24	4.80
Bachelor of Music, with major in:										
Music Education	4	17	7	8	7	4	3	0	50	6.25
Performance & Comp.	3	9	7	6	12	6	5	6	54	6.75
Bachelor of Music Education, with major in:										
Elementary Music	-	-	-	1	6	1	1	1	10	2
Conducting & Music Education	-	-	-	0	0	1	0	5	6	1.20
Choral & Instrumental Conducting & Music Adm.	-	-	-	3	8	7	7	4	29	5.80

MONTANA STATE UNIVERSITY

Degree Programs	Degrees Granted 66-67	67-68	68-69	69-70	70-71	71-72	72-73	73-74	1966-67 to 1973-74 Total	1966-67 to 1973-74 Average
DOCTORATES										
Doctor of Philosophy in:										
Agricultural Economics	3	6	4	2	3	3	0	1	22	2.75
Biochemistry	0	0	0	0	0	0	1	0	1	.23
Botany	4	3	0	1	4	0	0	0	13	1.63
Chemical Engineering	5	4	1	3	4	2	3	2	24	3
Chemistry	2	1	4	4	3	7	5	7	33	4.13
Civil Engineering	-	4	1	3	0	1	2	1	12	1.71
Crop & Soil Science	-	-	-	3	3	3	9	4	22	4.4
Electrical Engineering	4	4	5	5	6	2	1	5	32	4
Entomology	1	0	2	0	0	0	1	1	5	.63
Fish & Wildlife Management	0	0	0	1	0	0	0	1	2	.25
Genetics	2	2	4	3	0	3	1	0	15	1.88
Mathematics	3	2	1	1	5	1	2	5	20	2.5
Mechanical Engineering	-	-	-	-	1	2	0	1	4	1
Microbiology	1	2	1	1	2	2	1	6	16	2
Physics	1	0	1	3	3	1	1	2	12	1.5
Plant Pathology	-	-	-	-	2	0	0	0	2	.50
Veterinary Science	-	-	-	-	0	0	0	0	0	0
Zoology	4	2	2	5	2	2	2	2	21	2.63
Doctor of Education	2	3	5	4	6	7	15	10	52	6.5
MASTER'S DEGREES										
Master of Arts in:										
Art	-	-	-	-	0	0	0	1	1	.25
History	-	-	-	-	1	3	3	5	12	3
Master of Science in:										
Agricultural Economics	6	5	9	3	6	9	4	9	51	6.38
Agricultural Education	6	3	8	6	9	3	5	4	44	5.5
Agricultural Engineering	-	-	-	-	2	3	1	1	7	1.75
Agr. Products Utilization[1]	1	1	-	-	-	-	-	-	2	1
Agronomy	2	6	4	3	7	3	2	4	31	3.88

APPENDIX A-9

Degree Programs	Degrees Granted 66-67	67-68	68-69	69-70	70-71	71-72	72-73	73-74	1966-67 to 1973-74 Total	1966-67 to 1973-74 Average
Animal Science	2	6	4	8	11	5	6	8	50	6.25
Botany	1	1	3	3	4	7	3	0	22	2.75
Business Education	-	-	2	4	6	12	15	15	54	9
Chemical Engineering	2	6	12	11	2	3	9	9	54	6.75
Chemistry	0	2	1	3	4	3	6	3	22	2.75
Civil Engineering	5	5	8	7	15	14	11	15	80	10
Earth Sciences	-	-	-	3	11	6	6	6	32	6.4
Electrical Engineering	6	11	12	7	4	5	6	8	59	7.38
Entomology	0	0	0	2	1	1	1	0	5	.63
Fish & Wildlife Management	4	8	10	6	5	8	10	8	59	7.38
Home Ecnomics	6	7	6	6	12	3	8	10	58	7.25
Horticulture[1]	0	1	0	1	1	-	-	-	3	.60
Industrial & Management Engineering	5	2	7	5	10	6	10	10	55	6.88
Mathematics	7	7	4	4	8	7	7	4	48	6
Mechanical Engineering	0	4	6	6	8	10	8	4	46	5.75
Microbiology	2	3	6	4	8	10	9	6	48	6
Physical Education	-	-	-	-	1	22	4	14	41	10.25
Physics	3	3	4	3	6	5	4	2	30	3.75
Psychology	-	-	-	-	0	2	2	4	8	2
Range Management	1	2	1	0	1	1	4	2	12	1.50
Soils	1	4	2	0	3	0	5	3	18	2.25
Veterinary Science	-	-	-	-	0	0	0	0	0	0
Zoology	1	9	3	7	6	2	4	8	40	5
Master of Science in Applied Science	28	39	51	47	64	41	8	6	284	35.5
Master of Education	26	29	31	61	62	48	49	31	337	42.1
Master of Applied Art	4	4	7	7	6	3	7	4	42	5.25
Master of Nursing	9	12	8	12	14	17	9	9	90	11.25

APPENDIX A-9

Degree Programs	Degrees Granted 66-67	67-68	68-69	69-70	70-71	71-72	72-73	73-74	1966-67 to 1973-74 Total	1966-67 to 1973-74 Average
BACHELOR'S DEGREES										
Bachelor of Arts in:										
Art	30	27	34	31	37	42	44	33	187	23.38
English	4	7	11	14	34	31	34	31	166	20.75
Government	-	1	2	7	8	15	22	27	82	11.71
History	21	23	30	33	35	35	37	19	238	29.75
Modern Languages		5	12	4	8	16	9	10	64	8
Philosophy	-	1	3	7	4	4	5	3	27	3.86
Speech	-	-	-	-	2	7	8	6	23	5.75
Theatre Arts	-	-	-	-	1	0	1	4	6	1.50
Bachelor of Science in:										
Agriculture Business	24	36	28	23	36	37	37	40	261	32.63
Agricultural Education	16	14	11	22	13	22	18	15	131	16.38
Agricultural Production	37	42	52	59	51	67	71	77	456	57.00
Agricultural Science	21	17	19	32	18	30	26	28	191	23.88
Elementary Education	97	83	122	87	109	127	135	91	851	106.38
Secondary Education[3]	43	57	55	43	41	21	11	11	288	36
Physical Education	13	18	26	23	49	50	37	35	251	31.38
Agricultural Engineering	4	5	7	7	5	4	8	8	48	6
Chemical Engineering	15	22	28	23	38	43	36	46	251	31.38
Civil Engineering	37	26	26	37	50	49	42	42	309	38.63
Construction Engineering Technology	15	11	15	17	20	20	23	19	140	17.50
Computer Science	-	-	-	-	-	-	1	5	6	3.
Electrical Engineering	32	35	39	42	32	41	58	34	313	39.13
Engineering Science	0	1	1	1	1	4	1	2	11	1.38
Industrial & Management Engineering	3	5	17	5	18	8	15	14	85	10.63
Mechanical Engineering Technology	11	12	10	22	19	15	13	15	117	14.63
Mechanical Engineering	23	24	30	21	31	34	31	26	220	27.5
Botany	2	2	8	9	21	15	19	10	86	10.75
Chemistry	7	12	9	10	8	8	5	11	70	8.75
Earth Sciences	4	8	16	10	17	17	16	20	108	13.5
Economics	7	7	10	13	12	15	12	8	84	10.50

APPENDIX A-9

Degree Programs	Degrees Granted 66-67	67-68	68-69	69-70	70-71	71-72	72-73	73-74	1966-67 to 1973-74 Total	1966-67 to 1973-74 Average
Entomology[1]	1	2	1	-	1	-	1	-	6	1.20
Fish & Wildlife Management	9	9	9	12	20	18	33	40	150	18.75
Mathematics	13	16	29	31	34	31	27	26	207	25.88
Microbiology	16	24	30	28	28	34	50	75	285	35.63
Physics	11	11	8	12	8	6	8	4	68	8.50
Premedicine	8	10	20	5	14	14	14	11	96	12
Psychology	11	16	18	18	16	15	14	23	131	16.38
Sociology	-	4	11	32	23	35	56	60	221	27.63
Zoology	7	12	9	16	13	12	16	16	101	12.63
Commerce	116	99	120	133	148	138	133	140	1,027	128.38
Film & Television Production	5	9	11	14	13	20	37	34	143	17.88
Home Economics	38	38	51	51	74	70	63	79	404	58
Industrial Arts	12	21	18	17	20	18	13	9	128	16
Nursing	80	79	103	113	107	93	121	156	852	106.50
General Studies[2]	94	70	34	24	3	-	-	-		
Bachelor of Architecture	19	21	29	41	27	30	28	19	214	26.75
Bachelor of Music Education	-	2	8	1	9	17	13	14	64	8

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[1] Degree discontinued

[2] Degree not offered after September 1, 1970. General Studies is now a two-year (max.) program for undecided students.

[3] Prior to 1968, secondary teaching candidates could enroll in Secondary Education, General Studies, or a teaching option in the degree program in their major field. Effective with the 1968-70 catalog, the only students in the Secondary Education curriculum are those with teaching majors in Social Science, General Science and Physical Science. All others enroll in the teaching option in the degree program in their major field. Hence, the decrease in the number of students enrolled in the Secondary Education curriculum does not represent a decrease in the number of teaching candidates. About 30% of each year's graduating class obtains teaching certificates.

EASTERN MONTANA COLLEGE

Degree Programs	Degrees Granted 66-67	67-68	68-69	69-70	70-71	71-72	72-73	73-74	1966-67 to 1973-74 Total	1966-67 to 1973-74 Average
MASTER'S DEGREES										
Master of Science in Education:										
Elementary										
Early Childhood Education	0	0	0	0	0	1	0	1	2	.25
Elementary Art	1	-	-	-	-	-	-	-	1	1
Elementary Education	5	11	8	-	-	-	-	-	24	8
Elementary English	2	-	-	-	-	-	-	-	2	2
Elementary Mathematics	1	-	-	-	-	-	-	-	1	1
Library Science	1	-	-	-	-	-	-	-	1	1
Reading	4	2	6	7	6	9	13	20	67	8.38
Social Studies	1	-	-	-	-	-	-	-	1	1
General Curriculum	-	-	-	7	4	13	20	17	61	12.2
Guidance & Counseling	6	5	6	11	8	10	18	26	90	11.25
Special Education	11	16	13	14	9	4	15	29	111	13.88
Learning Disabilities										
Mentally Retarded										
Physically Handicapped										
Secondary[1]	-	-	-	-	1				1	1
Master of Science in Rehabilitation Counseling	-	-	-	8	7	8	17	19	59	11.8
BACHELOR'S DEGREES										
Bachelor of Arts in:										
Art	-	-	-	-	2	2	5	6	15	3.75
Biology	0	2	0	1	0	1	0	0	4	.50
Chemistry	1	0	1	3	0	2	4	1	12	1.50
English	6	7	15	19	11	9	6	6	79	9.88
General Business	0	1	3	6	5	4	2	3	24	3.00
German	-	-	-	-	0	2	3	1	6	1.50
History	2	7	14	11	11	13	13	2	73	9.13
Mathematics	-	-	-	1	0	1	1	0	3	.60

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[1] Hold over from discontinued secondary education degree program

APPENDIX A-9

Degree Programs	Degrees Granted 66-67	67-68	68-69	69-70	70-71	71-72	72-73	73-74	1966-67 to 1973-74 Total	1966-67 to 1973-74 Average
Music	-	-	-	-	0	0	0	1	1	25
Pyschology	-	-	-	4	3	9	7	5	28	5.6
Spanish	-	-	-	-	-	0	2	3	5	1.67
Speech Communications	-	-	-	-	-	0	0	4	4	1.33
Bachelor of Science in:										
Biology	0	3	6	23	15	10	20	8	85	10.63
Chemistry	0	0	0	7	9	3	1	1	23	2.88
General Business	0	14	35	57	77	100	84	72	439	54.88
Mathematics	0	2	2	3	8	4	0	3	22	2.75
Psychology	-	-	-	2	5	13	7	23	50	10
Bachelor of Science in: Rehabilitative and Related Services	-	-	-	-	-	-	3	14	17	8.50
Bachelor of Science in: Education (Elementary)	155	144	178	183	184	164	143	179	1,335	166.88
Bachelor of Science in: Education (Secondary)	138	156	174	214	253	273	185	_157	1,550	193.75

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[1] Hold over from discontinued secondary education degree program

APPENDIX A-9

WESTERN MONTANA COLLEGE

Degree Programs	Degrees Granted 66-67	67-68	68-69	69-70	70-71	71-72	72-73	73-74	1966-67 to 1973-74 Total	1966-67 to 1973-74 Average
MASTER'S DEGREES										
Master of Science in: Education	16	29	31	33	32	14	30	31	216	27
BACHELOR'S DEGREES										
Bachelor of Science in:										
Elementary Education	69	87	85	86	57	99	92	73	648	81
Secondary Education	77	87	119	134	106	101	124	99	847	105.88
Bachelor of Arts in: History & English	-	-	-	-	-	2	1	3	6	2
ASSOCIATE OF ARTS										
Associate of Arts	-	-	-	-	-	-	3	2	5	2.50
Associate of Arts in Business	-	-	-	-	-	10	12	12	34	11.33
Business Certificate	4	4	3	3	4	-	-	-	18	3.60

MONTANA COLLEGE OF MINERAL SCIENCE AND TECHNOLOGY

Degree Programs	Degrees Granted 66-67	67-68	68-69	69-70	70-71	71-72	72-73	73-74	1966-67 to 1973-74 Total	1966-67 to 1973-74 Average
MASTER'S DEGREES										
Master of Science in:										
Engineering Science	-	0	0	1	1	2	1	1	6	.86
Geology	1	0	1	0	1	1	1	0	5	.63
Geological Engineering	1	0	3	0	2	0	1	0	7	.88
Geophysical Engineering	-	-	-	-	-	1	0	1	2	.67
Metallurgical Engineering	2	2	1	2	3	0	2	1	13	1.63
Mineral Dressing Engineering	4	3	3	2	2	2	1	3	20	2.50
Mining	1	2	1	0	0	1	0	0	5	.63
Petroleum	0	0	1	1	3	0	0	0	5	.63
BACHELOR'S DEGREES										
Bachelor of Arts in:										
English	-	-	-	-	-	3	10	9	22	7.33
History	-	-	-	-	-	7	11	9	27	9
Bachelor of Science in:										
Chemistry	-	-	-	0	0	3	1	1	5	1
Engineering Science	3	9	11	14	7	7	5	6	62	7.75
Environmental Engineering	-	-	-	-	-	0	3	5	8	2.67
Geological Engineering	4	4	4	5	12	6	7	6	48	6
Geophysical Engineering	1	2	3	3	3	3	3	3	21	2.63
Mathematics	-	-	-	1	6	7	7	5	26	5.20
Metallurgical Engineering	5	1	5	7	1	2	4	2	27	3.38
Mineral Dressing Engineering	4	2	3	4	6	1	1	6	27	3.38
Mining Engineering	3	4	7	7	11	9	17	9	67	8.38
Petroleum	2	10	11	10	19	10	11	16	89	11.13
ASSOCIATE DEGREES										
Associate of Arts	-	-	-	-	-	-	16	20	36	18
Associate of Science	-	-	-	-	-	-	6	12	18	9
Associate of Science / Engineering	-	-	-	-	-	-	2	5	7	3.50

APPENDIX A-9

NORTHERN MONTANA COLLEGE

Degree Programs	Degrees Granted 66-67	67-68	68-69	69-70	70-71	71-72	72-73	73-74	1966-67 to 1973-74 Total	1966-67 to 1973-74 Average
MASTER'S DEGREES										
Master of Science in:										
Elementary Education	-	-	-	0	2	5	8	12	27	5.4
Vocational-Technical Education	-	-	-	0	3	8	11	21	43	8.6
BACHELOR'S DEGREES										
Bachelor of Arts in:										
English	-	-	-	2	2	1	4	1	10	2
History	-	-	-	0	4	3	2	5	14	2.8
Bachelor of Science in:										
Elementary Education	67	50	58	65	53	61	45	38	437	54.63
Secondary Education	52	58	74	72	99	95	85	61	596	74.5
Vocational-Tech. Ed.	-	-	-	-	-	21	17	16	54	18
ASSOCIATE DEGREE										
Associate of Arts	-	-	-	-	-	-	-	2	2	2.
Electronics Eng. Tech.	6	3	4	9	10	9	8	4	53	6.63
Chem. Eng. Technology	0	2	0	3	4	0	2	0	11	1.38
Construction Eng.	0	0	4	0	3	3	2	2	14	1.75
Mechanical Engineering Tech										
Nursing	0	0	0	3	2	1	4	0	10	1.25
Agricultural Tech.	0	27	13	13	20	11	25	34	143	17.88
Automotive Technology							7	9	16	8
Cosmetology							5	4	9	4.5
Diesel Technology							4	8	12	6
Drafting Technology							1	4	5	2.50
Electronics Technology							7	3	10	5
General Secretary							4	3	7	3.5
Legal Secretary							2	4	6	3
Medical Secretary							5	4	9	4.50
General							4	2	6	3
								3	3	3

APPENDIX A-9

Degree Programs	Degrees Granted 66-67	67-68	68-69	69-70	70-71	71-72	72-73	73-74	1966-67 to 1973-74 Total	1966-67 to 1973-74 Average
2-YEAR VO-TECH CERTIFICATES										
Agricultural Technology						21	4	1	26	8.7
Auto Mechanics & Tech.						8	5	1	14	4.67
Cosmetology						7	5	0	12	4
Diesel Technology						11	1	0	12	4
Drafting Technology						10	0	0	10	3.33
Electronics Technology						5	0	1	6	2
2-YEAR PRE-PROFESSIONAL DIPLOMAS										
Business Administration						3	4	0	7	2.33
General Secretary						3	0	0	3	1
Legal Secretary						4	1	0	5	1.67
Medical Secretary						7	0	0	7	2.33
Engineering						1	0	0	1	.33
Civil Engineering					2	0	0	0	2	.50
Pre-Pharmacy						1	0	0	1	.33
ONE YEAR VO-TECH CERTIFICATES:										
Practical Nursing						25	21	15	61	20.33
General Secretarial						-	-	2	2	2

APPENDIX A-10

STATE GENERAL FUND SUPPORT OF HIGHER EDUCATION AND POSTSECONDARY EDUCATION AS PERCENTAGES OF TOTAL STATE GENERAL FUND EXPENDITURES

	1969-70	1970-71	1971-72	1972-73	1973-74	1974-75
Total State General Fund Expenditure	$63,790,000.	$75,492,000.	$82,475,000.	$94,739,472	$115,626,459.*	$133,806,897.*
State General Fund Support of Higher Education	22,001,292.88	24,220,223.	23,687,901.	23,850,243.	27,048,733.	28,307,043.
State General Fund Support of Postsecondary Education		25,885,343.91	25,362,901.	25,625,243.	29,614,733.	30,930,543.
Support of Higher Education as a Percent of Total State General Fund Expenditure	34.4%	32.0%	28.7%	25.1%	23.3%	21.1%
Support of Postsecondary Education as a Percent of Total State General Fund Expenditure		34.2%	30.7%	27.0%	25.6%	23.1%

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*These figures are appropriations rather than expenditures. They were provided by the Bureau of Budget and Planning

STATE GENERAL FUND AND MILLAGE SUPPORT OF HIGHER EDUCATION AND POSTSECONDARY EDUCATION AS PERCENTAGES OF TOTAL STATE GENERAL FUND AND MILLAGE EXPENDITURES

	1969-70	1970-71	1971-72	1972-73	1973-74	1974-75
Total State General Fund and Millage Expenditure	$69.049,790.	$80,930,140.	$88,312,094.	$100,689,472.	$121,366,304.*	$139,906,238.*
State General Fund and Millage Support of Higher Education	27,261,082.88	29,658,363.	29,524,995.	29,800,243.	32,788,578.	34,406,384.
State General Fund and Millage Support of Postsecondary Education		31,323,483.91	31,199,995.	31,575,243.	35,354,578.	37,029,884.
Support of Higher Education as a Percent of Total State General Fund and Millage Exp.	39.4%	36.6%	33.4%	29.6%	27.0%	24.6%
Support of Postsecondary Education as a Percent of Total State General Fund and Millage Exp.		38.7%	35.3%	31.4%	29.1%	26.5%

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*These figures are appropriations rather than expenditures. They were provided by the Bureau of Budget and Planning.

B

APPENDIX B

STAFF AND TECHNICAL REPORTS

APPENDIX B

STAFF REPORTS

Title	Author
Staff Report #1 Review of Prior Studies of Montana Postsecondary Education	Staff
Staff Report #2 Montana Postsecondary Education: Issues and Questions	Staff
Staff Report #3 Montana Postsecondary Education Today	Staff
Staff Report #4 Student Needs and Resources in Montana Postsecondary Education (SRS)	Staff
Staff Report #5 Goals for Montana Higher Education: A Survey of 12 Academic Communities	Staff
Staff Report #6 Educational Plans of Montana High School Seniors	Staff
Staff Report #7 Vocational-Technical Student Survey	Staff
Staff Report #8 Issues in Governance, Planning and Coordination	Staff
Staff Report #9 Montana Proprietary Schools	Staff
Staff Report #10 The Montana Native American and Postsecondary Education	Staff
Staff Report #11 Staff Recommendations Presented to the Commission on Postsecondary Education	Staff
Staff Report #12 Commission Recommendations and Their Development — Draft Report	Staff
Staff Report #13 Faculty Compensation in the Montana University System: A Regional Analysis	Staff

TECHNICAL GROUP REPORTS

Technical Report on Accountability
Technical Report on Adult and Continuing Education
Technical Report on Faculty Research
Technical Report on Fiscal and Budgetary Information
Technical Report on Health Care Education
Technical Report on Independent Higher Education
Technical Report on Manpower Planning
Technical Report on Programmatic Planning
Technical Report on Relations Among Postsecondary Units
Technical Report on Relations Between Secondary and Postsecondary Education
Technical Report on Student Enrollments

C

APPENDIX C

MEMBERSHIP OF TECHNICAL GROUPS

APPENDIX C

Accountability

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Galen Bummer
Victor Burt
Robert Connole
LaRayne DeJules
Maurice Driscoll
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Earl Hepler
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John Giese
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Irving Dayton
John Delaney
Sharon Dieziger
Jud Flower
James Gouaux
Charles Kittock
Sister Mary Carol Conroy
Loren McKerrow
Carl Spinti
Larry Thomas
Wayne E. Thompson

APPENDIX C

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John Stewart
James Taylor

Manpower Planning

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Benjamin A. Ulmer

Programmatic Planning

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Dale Tash
James Taylor

Relations Among Post-Secondary Units

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Richard Solberg
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Relations Between Post-Secondary Education and Secondary Education

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Dale Johnson
Richard Mattson
James Nordlund
Bruce Patrick
Howard Porter

Student Enrollments

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Bill Bartholome
Don Kettner
Charles Kittock
Jon Pozega

APPENDIX C

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Loran Frazier
Les Graham
Dale Johnson
Dave Keltz
Robert Lehman
Dennis Lerum
Leo Maney
William McClaren
John Morrison
Ray Peck
Lawrence K. Pettit
Alma Ragar
Sister Carol Ann Richlie
Sam H. Sperry
James Taylor
Fred Van Valkenburg
Fred Weldon

D

APPENDIX D

PUBLIC HEARINGS HELD BY THE COMMISSION

APPENDIX D

PUBLIC HEARINGS HELD BY THE COMMISSION JANUARY - SEPTEMBER, 1974

City	Date
Billings, Montana	January 24, 1974
Bozeman, Montana	February 7, 1974
Butte, Montana	February 14, 1974
Glendive, Montana	February 28, 1974
Havre, Montana	March 14, 1974
Helena, Montana	March 19, 1974
Glasgow, Montana	March 21, 1974
Kalispell, Montana	March 26, 1974
Missoula, Montana	March 28, 1974
Dillon, Montana	April 2, 1974
Great Falls, Montana	April 9, 1974
Helena, Montana	September 24, 1974
Helena, Montana	September 25, 1974

E

APPENDIX E

RECOMMENDATIONS

APPENDIX E

GOALS

1. *Our primary goal as a Commission and the primary goal of Montana postsecondary education should be to enhance the opportunities for learning available to Montanans. We are concerned about the quantity and quality of learning opportunities. And we believe that the learning experiences available through our institutions should respect the individualism and diversity of Montanans.*

   In this spirit we propose the following long-range goals for Montana postsecondary education:

   —Equal and universal opportunity for Montanans with motivation and ability to benefit, regardless of race, creed, sex, age, national origin or economic status to participate in postsecondary education.

   —A comprehensive system of postsecondary education which provides sufficient programs and experiences to meet the needs of Montanans.

   —A variety of educational experiences and organizations to reflect the educational goals and learning styles of persons whose needs must be met by postsecondary education.

   —Commitment to the growth and self-realization of the individual student including intellectual, personal and vocational development.

   —Excellence in all aspects of postsecondary education, including instruction, research and public service.

   —Coordination and planning to assure diversity, comprehensiveness and cooperation between units and systems of postsecondary education and protection of the public interest.

   —Continuous innovation and self-renewal in all institutions of postsecondary education.

   —Protection of academic freedom and assurance of academic responsibility.

   —Flexibility at the state, system and institutional levels to facilitate adaptation to changing circumstances.

   —Responsiveness to changing needs of the state, communities and people of Montana, which includes bringing the resources of postsecondary education to bear upon the problems of society.

   —Use of resources in the most educationally productive and cost-effective ways, including resources that exist in people with special skills, professional or otherwise.

   —Accountability which protects the rights of all who participate in postsecondary education, including students, faculty, staff and taxpayers.

EDUCATIONAL POLICIES

2. ***Initial access to opportunity for achieving the baccalaureate degree in less than four years should be increased.***

a. *The Board of Regents, the Board of Public Education, the Superintendent of Public Instruction and the Commissioner of Higher Education should cooperate to insure that the opportunity for qualified high school students to earn college credits is promoted on a statewide basis. These opportunities should include (but not be limited to):*

(1) **Advanced placement.** *This is a program administered by the Educational Testing Service designed to prepare high school students for advanced courses when they enter college. Students who qualify should be given credits and be excused from required freshmen courses.*

(2) **College courses.** *Qualified high school juniors and seniors should be allowed to enroll concurrently in high schools and colleges and to complete and receive college credit for courses prior to high school graduation.*

(3) **Testing.** *Where appropriate, students in high school and college should be encouraged to earn college credit through the College Level Examination Program (CLEP) and through challenge examinations. Once admitted to college, students should be allowed to challenge as many courses by examination as they choose. The level of achievement required and the grading criteria should be the same as that for students who actually take the course.*

(4) **Early admissions.** *Students who are advanced academically should be allowed to enroll in college before completing high school.*

(5) **College courses at the high school.** *Some high school teachers are qualified and others should be provided training to offer freshmen level courses to high school seniors and any other potential college students. This would require cooperation between high schools, colleges and universities, and accrediting associations.*

b. *The Regents and the Commissioner of Higher Education should encourage and seek to provide incentives for experimentation with restructuring of baccalaureate programs from four to fewer years without requiring course overloads and/or summer session attendance.*

(1) *If time-shortened baccalaureates are developed, they should be available as options to students.*

(2) *The results of experimentation with the time-shortened bachelor degree should be rigorously evaluated to insure that standards of quality and student performance are maintained at a level equal to the traditional program.*

3. *The approval of the Board of Regents should be required for:*
   - a. *any change in the number of credit hours or courses required for graduation by a unit to the University System;*
   - b. *any change in the number of credit hours or courses in specific subject areas required for graduation by any college, department or other subdivision of a University System unit.*
4. *Each public university and college should establish a committee of faculty, students and administrators to consider methods of strengthening undergraduate education including, (but not limited to):*
   - a. *organization of a regular campus program on teaching*
   - b. *improvement of methods of evaluating teaching and development of non-punitive evaluation designed to assist faculty members to improve teaching*
   - c. *application of new knowledge about the learning process as it relates to higher education*
   - d. *development of interdisciplinary theme and problem-oriented programs and courses*
   - e. *development of systems for recognizing and rewarding excellence in undergraduate teaching*
   - f. *experimentation with new methods of evaluation of student performance*
   - g. *re-evaluation of the lecture method as the dominant instructional mode in higher education*
   - h. *evaluation of teaching by students and peers*
   - i. *opportunities for students to gain community service and work experience as part of their education and for credit*
   - j. *establishment of a timetable by the Regents for the work of these committees on the campuses as well as review of the reports of the committees — a statewide conference might be desirable at some point in the process in order to stimulate communication between the committees*
   - k. *utilization of persons outside the academic community with relevant work experience as teaching resources*
5. *The State Board of Education should immediately establish a permanent committee on relations between secondary and post-secondary education. The committee should include members of the Board of Public Education and the Board of Regents. It should promote program articulation between secondary and postsecondary education and provide a forum for discussion of other overlapping issues, problems and ideas.*
6. *There should be continuous liaison between the staffs of the Superintendent of Public Instruction and the Commissioner of Higher Education. There should be joint studies of issues of mutual concern.*

7. *The following steps should be taken to improve coordination and articulation within the University System and postsecondary education.*

   a. *The Board of Regents and the Commissioner of Higher Education should do all that is possible to assure the maximum transferability of credits among the units of the University System and the community colleges.*

      (1) *Each institution should establish an appeal process for students whose credits are not accepted or are not applied to their major.*

      (2) *After the institutional appeal process has been exhausted, there should be a procedure for appeal to the Board of Regents on issues involving acceptance of credits.*

   b. *In determining transferability of credits and courses, postsecondary educational programs should be evaluated on their own merits, regardless of the type of institution (or its form of governance) in which the credits were earned.*

   c. *Opportunities for concurrent enrollment in the University System and the vocational-technical centers should be made easily available and encouraged.*

   d. *Insofar as space and other considerations allow, the full instructional resources of the University System should be made available to all students at all campuses. Concurrent registration at two units should be permitted without financial penalty. Additionally, students should be permitted to attend another unit for a period of one quarter or more without officially transferring.*

   e. *The Commissioner of Higher Education should sponsor an annual conference on articulation in which faculty from the departments of the University System units and the community colleges meet with their counterparts to discuss issues of student and program articulation and interinstitutional cooperation.*

   f. *So far as practicable, a common system of course numbering and credit allocations should be developed within the University System and community colleges. The purpose of this system is not to enforce uniformity in courses and content, but to identify similar courses, thereby facilitating transferability from one campus to another. Developing and updating this system should be a function of the conference on articulation recommended above (with the assistance of the registrars and the directors of admissions of the units). Private colleges should be encouraged to participate.*

   g. *All units of the University System and the community colleges should operate on a uniform academic calendar except when valid educational considerations merit an exception, or when an exception is granted for purposes of experimentation. The Regents should approve all exceptions.*

8. *The State Board of Education, acting as the state planning agency for postsecondary education, should publish an annual comprehensive inventory of postsecondary education opportunities beyond the high school. It should include all programs offered in public, private and proprietary postsecondary education, procedures for admission to all programs and institutions, information on all forms of financial assistance available to students and procedures for applying for financial assistance. The inventory should be distributed to all persons responsible for counseling and advising potential students regarding postsecondary education. A condensed inventory should be available to all interested persons.*

9. *The State Board of Education, acting as the state postsecondary education planning agency, should collect and/or conduct studies of projected manpower supply and demand in cooperation with appropriate state agencies, and disseminate the results of such studies annually to institutions of secondary and postsecondary education, in order to improve the information base upon which student choices are made. In particular, the agency should project annually the need for teachers at all levels, including county-by-county, short- and long-range projections by level and subject area.*

10. *The Superintendent of Public Instruction and the Commissioner of Higher Education should sponsor an annual workshop for secondary and postsecondary counselors throughout the state. The purpose of the workshop would be to provide the counselors with current information on postsecondary education programs, procedures for admission, student costs, financial assistance available from federal, state, private and institutional sources and procedures for applying.*

11. *A report on the actions of the state postsecondary planning agency (mentioned above) should be presented at this workshop. The Superintendent of Public Instruction and the Commissioner of Higher Education should conduct a study into secondary and postsecondary counseling in the state.*

12. *The Board of Regents should seek state and external support for a fund for innovation in higher education. The fund should be used to support innovations designed to improve the quality of education or to achieve greater cost effectiveness and productivity at the same or greater level of quality.*

13. *Admission policies should not discriminate against part-time students or students choosing to combine or alternate education with other experience, such as work or travel.*
    a. *Administrative barriers and red tape should be minimized so that the work involved in entry, exit and re-entry does not become a factor in student choices.*
    b. *Each public institution should provide for persons to attend undergraduate and graduate courses on a part-time basis, for credit or without credit; and to take these courses without prior acceptance into a degree program, provided that they are able to benefit from the course and that there is space available.*
    c. *In assessing the ability and qualifications of students beyond the traditional age of postsecondary education attendance, institutions should place minimum reliance*

upon high school and college transcripts and should develop other indicators of motivation and ability.

- d. Each institution should maintain child care facilities.
- e. All units of the University System should provide for unstructured independent study options for all students. These provisions should be similar to, but not necessarily restricted to, the omnibus option at the University of Montana.

14. Tuition and fee structures should not discriminate against part-time students. Part-time students should be charged for courses and credits actually taken. Any mandatory fees charged for services and facilities other than instruction should be proportionate to the part-time student's course and credit load.

15. Part-time students should be eligible for state and institutional student financial assistance programs, based on need.

16. In order to plan for the orderly growth of adult and continuing education in Montana, a Statewide Association for Adult and Continuing Education should be established.
    - a. Membership:
        - (1) all public institutions of postsecondary education.
        - (2) private institutions of postsecondary education should be invited to participate.
        - (3) the Commissioner of Higher Education and the Superintendent of Public Instruction.
        - (4) other state agencies involved in delivery of educational services to adults, such as the Educational Broadcasting Commision, should be invited to participate.
    - b. Staffing: the Office of Commissioner of Higher Education should serve as the secretariat to the association.
    - c. Functions:
        - (1) develop a state plan for adult and continuing education for submission to the state postsecondary planning agency.
            - (a) division of the state into institutional service areas for adult and continuing education
            - (b) in each service area a Regional Counsel for Adult and Continuing Education should be formed. All institutions offering postsecondary programs should be invited to participate. This should be a voluntary consortium to assess needs and determine the most effective delivery system. The Regional Councils will be advisory to the participating institutions of postsecondary education and to the statewide consortium.

(2) *coordinate and stimulate the development of new delivery systems.*

(3) *develop a system for maintaining the records of persons who accumulate postsecondary education through diverse approaches: course work at institutions, work and service experience, individualized study, tests, etc.*

(4) *develop procedures for delivery of educational services to areas which may lack an institution capable of offering a needed course or program.*

(5) *encourage and provide assistance to counties and cities in the development of learning centers for adult education in public libraries, high schools, government buildings, other available facilities, and where appropriate, special adult learning centers.*

(6) *explore the need and feasibility of offering an external degree to increase accessibility of higher education for persons whose work schedules, home responsibilities or geographic location, preclude attendance at a campus. Such a degree might be offered on the basis of independent study, equivalency testing, correspondence work, television and radio courses and brief periods of intensive study (weekend, short summer session) at campuses or learning centers.*

(7) *seek federal and foundation funding to develop new systems for the delivery and evaluation of adult learning experiences.*

17. *The Board of Regents should give special consideration to granting tuition-free access to all Montana residents 62 years of age and over, in all courses an units of the university system subject to space availability.*

18. *Each governing board in public postsecondary edcuation should conduct a thorough review of current tenure policies and the future impact of those policies. This review should include:*

    a. *analysis by each unit of its current and projected level of faculty staffing, including estimates of the proportion of tenured and non-tenured faculty for the periods 1975-1980 and 1981-1990. Analysis and estimates should be made for each department and for the entire institution.*

    b. *procedures and criteria by which tenure decisions are made.*

    c. *strategies for maintaining a healthy tenure/non-tenure balance.*

    d. *possible alternatives to, or modifications of, existing tenure policies and practices.*

19. *Governing boards should insure that procedures are established for the evaluation of tenured faculty at least every four years using administration, faculty and student input.*

20. *Governing boards should examine the possibility of developing early retirement plans for voluntary withdrawal from employment for full-time faculty at age 55 or 60.*

21. *Governing boards, institutions, faculties and departments should make every effort to obtain and retain representation of minority groups, particularly American Indians and women, on the teaching and administrative staffs of all units of postsecondary education and provide equitable compensation.*

GOVERNANCE

22. *The Regents should assume exclusive authority over all matters of internal governance of the University System including internal allocations of funds and establishment and termination of programs and units.*

23. *State funds for the University System should be appropriated directly to the Board of Regents.*

24. *The Board of Regents should adopt a policy of (a) full public disclosure of information relevant to the conduct of university affairs except where the rights of individuals to privacy may be involved, (b) cooperation with appropriate state agencies in post-audits of expenditures, personnel actions, purchases and examination of effective use of resources.*

25. *The vocational-technical centers should continue as a cooperative local-state system. The Board of Public Education should be designated as the board for vocational education.*

    a. *Present local tax support should continue in addition to state and federal funding.*

    b. *Administrative coordination by the local board of trustees should continue with state control of programming in order to be more responsive to the needs of Montanans.*

    c. *An equitable method of financing construction of facilities for the centers should be developed.*

    d. *The Board of Public Education, in consultation with the Executive Officer and the center directors, should develop a policy manual for vocational-technical centers. The policy manual should specify standard procedures for administration of the centers including:*

        (1) *program development, approval and review.*

        (2) *responsibilities of the executive officer.*

        (3) *responsibilities of center directors.*

        (4) *personnel policies.*

        (5) *policies regarding purchase or lease of land or facilities, including capital improvement projects.*

        (6) *policies regarding the appointment of advisory committees to the centers.*

        (7) *admissions.*

(8) *accreditation.*

(9) *budgeting procedures.*

(10) *student services, including placement.*

(11) *student charges.*

(12) *policies to be left to the discretion of the center administrators.*

(13) *other matters which the Board may deem necessary to assure standard and equitable procedures in the governance and administration of the centers.*

(14) *periodic review of all of the above.*

26. *The Board of Public Education should employ, from among qualified applicants, the executive officer for vocational education. The executive officer should employ an administrative staff.*

27. *In order to attract the most qualified persons to the position of Commissioner of Higher Education, compensation and fringe benefits should be, at least, equal to that of the best compensated unit president.*

28. *The Commissioner of Higher Education should be provided with the staff necessary to fulfill his responsibilities in postsecondary education.*

29. *The Commissioner of Higher Education, unit presidents of the University System, and directors of vocational-technical centers should be appointed for five-year terms. Their respective boards should conduct a thorough evaluation of those chief executive officers which would include consultation with faculty, students, staff and community persons, prior to deciding whether to make an offer to re-appoint. Evaluation should occur at least every five years but may take place at any time the board deems necessary. Five years should be a normal period of appointment and should not preclude dismissal of a system or unit chief executive after a shorter term.*

30. *System and campus chief executives should develop criteria and procedures for periodic evaluation of their professional administrative staffs.*

31. *The Board of Regents and the Board of Public Education should conduct a comprehensive review of the arrangements for governance of the postsecondary institutions under their jurisdiction at least once every five years. Students, faculty and administrators should participate in the review. The boards should also use consultants from outside the systems.*

32. *The Board of Regents and the Board of Public Education should schedule at least one meeting each year devoted to an examination of major issues in postsecondary education nationally, and in Montana. This should be a seminar meeting with no business on the agenda. It should utilize experts from Montana and elsewhere to make presentations on subjects and trends of importance.*

33. *Each board should incorporate as a regular feature of its meeting a consultation period for discussion of a current issue or problem in education which is not necessarily related to the business items on the agenda. The consultation might center on a presentation by the*

staff or an invited consultant with opportunity for questions and discussions.

PLANNING

34. *Long-range study and review should be conducted at eight-year intervals by an ad hoc commission of public lay representatives appointed by the Governor. The commission should consist of an odd number (but no more than 11) persons, and should include ex-officio membership from the State Board of Education. The commission should complete its task within one year.*

35 *The Board of Regents and the Board of Public Education, should establish schedules whereby all programs under their respective jurisdiction are systematically reviewed. An explicit determination regarding continuance, modification or termination should be reached at least once every five years for university and four-year college programs, and once every two years for vocational-technical and community college programs.*

36. *At the state level, program review for the community colleges should be the responsibility of the Board of Regents, except with respect to federally funded vocational-technical programs which must be reviewed by the Board of Public Education also.*

37. *Each program should be reviewed on an individual basis. Fully documented findings should be presented to the boards for action.*

38. *Appropriate criteria for the review of existing programs will be developed over a period of time and will be subject to change as conditions alter. Therefore, we hesitate to specify them but believe they should take account of the following factors:*

    a. *number of graduates from the program in each of the last five years.*

    b. *number of students enrolled in the program for each of the last five years; rate of completion; the rate of attrition; ratio of enrollment to degree productivity.*

    c. *the number of students not enrolled in the program but who were served by it for each of the last five years.*

    d. *the size of classes identified as integral elements in the program.*

    e. *for colleges, universities and community colleges, cost per credit hour of the courses identified as integral elements in the program (upper division, lower division and graduate).*

    f. *for vocational-technical centers, cost per contact hours for courses identified as integral elements in the program.*

    g. *cost per program graduate.*

    h. *faculty/instructor workload.*

    i. *faculty/instructor qualifications.*

    j. *reputation and intrinsic value of the program.*

    k. *positions achieved by graduates of the program.*

l. positions attained by persons enrolled in the program who may have achieved their educational objectives without completing requirements for the degree or certificate.

m. total production of graduates in the program area from all institutions in the state (and when appropriate, in the region and/or nation).

n. economic and/or qualitative improvements which might be achieved by consolidation and/or elimination of the program.

o. general student interest, evaluation and demand for the program; morale of students in the program.

p. indicators of present and future demand for graduates of the program.

q. appropriateness of the program to the mission of the institution.

r. any needs for other programs of higher priority which might be funded fully or partially from savings realized by discontinuance of the program under review.

s. adequacy of support services, particularly library, laboratory and educational facilities.

t. compatibility with state plans.

u. similarity to programs offered at any of the other units.

v. relevance of the program to its objective.

39. In addition, the following criteria should be applied to the review of graduate programs by the Regents:

a. average time of completion of those to whom the degree has been awarded.

b. benefits accruing to the institution and the state independent of enrollment or degree production.

c. proportion of departmental resources devoted to the program.

d. sources of funding — state, federal, etc.

e. qualifications of faculty.

f. qualifications and backgrounds of students attracted to the program.

g. relationship to the impact upon undergraduate program.

h. availability of similar graduate programs at other units.

40. The following procedures should be used in review of existing programs:

a. Governing boards should identify programs to be reviewed and establish a review schedule.

b. Review should begin at the institutional level where the program should be assessed according to a criteria established by the boards. Institutional review should include administrators, faculty and students. When review is completed at the institutional level, results should be forwarded to the governing board's executive officer with the institution's recommendations for continuance, discontinuance, modification or provisional status. The latter should be recommended and granted only when a program is relatively new or when the additional time will be used to develop information which does not exist or is not available. Provisional status should be requested for a specified time period.

c. The board's executive officer should conduct an independent analysis of the materials submitted by the institution. If necessary, the analysis may include the views of outside consultants. The executive officer should present the recommendation with supporting documentation to the board. If it is not in agreement with the recommendation of the institution, the executive officer should notify the institution of the reasons in sufficient time for the institution to prepare a rebuttal to the board or to withdraw its recommendation.

d. The governing board should review all materials and recommendations, request whatever additional information may be needed and vote to continue, discontinue, modify or place the program on provisional status for a specified period of time.

41. The Board of Regents and the Board of Public Education should begin systematic review of existing programs as soon as feasible.

42. Existing program review in the University System should begin with review of all Ph.D. programs, considering first those which are offered in the same disciplines at both doctoral-granting institutions and all graduate and undergraduate programs in education. All these programs should be reviewed by July 1, 1977. The commission recognizes the difficulties in getting the full and complete cost and benefits to the taxpayer, students and faculty of graduate programs and duplication, but strongly urges that duplication and numbers of graduate programs in the University System be re-evaluated with special attention by the Regents to Appendix A-9 of this report.

43. Special review of programs outside the established schedule should be initiated at any time at the request of the governing board, the executive officer or the institution offering a program.

44. Responsible boards should carefully review proposed new programs prior to their initiation. Clear criteria for review should be established by the boards and regularly criticized in the review process. In setting review criteria, we urge the boards to consider the following factors:

a. Objectives of the new program.

b. Need for the program.

(1) Evidence of student demand (students currently enrolled at the institution requesting the program; students in other institutions who have indicated they would participate in the program; community or regional demand; other sources).

(2) When applicable, indicate potential employers

of persons trained in the program area who have requested establishment of the program and their specific employment needs. Include any other documentation of need for graduates of such a program — manpower projections, etc.

c. *Detailed survey of similar programs that are offered within the state (and, for graduate programs, the region).*

   (1) *The potential impact the program may have on other programs at the institution, especially in terms of funding, facilities, faculty and students.*

   (2) *The potential effect on similar programs offered by other institutions. (Supporting documents from other institutions should be included.)*

d. *Description of the program as it relates to the mission (or role and scope) of the institution.*

e. *Students to be served*

   (1) *Anticipated enrollment for a five-year period by level.*

   (2) *Ultimate enrollment goal for the program.*

   (3) *Rationale for these projections.*

f. *Provisions for institutional review of the quality of the program, which would include student achievement and faculty performance.*

g. *Costs of the new program.*

   (1) *Estimate of start-up (first year) costs. How much of the costs would be absorbed in current budgets, and how much additional funding would be required? Identify the sources of additional funding.*

   (2) *Estimates of anticipated cost and anticipated income of the program for the four years following its first year. Explanation of the rationale for these estimates.*

h. *Faculty staffing needed for the program, including additional staff requirements and costs of additional staff.*

i. *Additional facilities, inlcuding library equipment, classrooms and office space that are required, and their costs.*

j. *Present faculty, facilities, equipment and library which will support the program; compare them to known or anticipated standards for accreditation.*

k. *New courses and the frequency with which they will be offered throughout the first five years.*

l. *Requirements for the degree or certificate.*

m. *Supporting courses in other departments.*

n. *Existing programs for which the new program would offer supporting courses.*

o. *Procedure used to develop the proposal, including participation of students, faculty, community, advisory committees, etc.*

p. *Prior to approval of new programs, particularly in vocational-technical and some professional areas, it should be ascertained whether a comparable accredited program is offered in a private or proprietary institution in the state. If such a program exists and if it is of high quality, the feasibility and possible cost-savings of contracting for the program should be thoroughly investigated. Even if the cost per student is similar or higher, savings may be achieved by avoiding public expenditure on buildings and equipment.*

q. *Cost to student.*

45. *The following procedures should be used to initiate proposals for new programs.*

a. *Normally, proposals for the new programs should be initiated by the institutions. However, the governing board or its executive officer might, from time to time, identify a state need for a program and request one or more of the institutions to prepare proposals.*

b. *Proposals should be sent from the institution to the governing board's executive officer, who should conduct an independent analysis, using independent consultants when appropriate. If the executive officer's recommendation is contrary to that of the institution, the institution should be notified and given sufficient time to prepare a rebuttal or to withdraw its proposal.*

c. *The board should review all materials submitted by the institution and the executive officer prior to reaching a decision.*

46. *All materials used in program review should be open and accessible to the public.*

47. *One intent of a workable review program should be to alleviate unnecessary duplication of courses and programs in all units of the public postsecondary system.*

FINANCING

48. *The state should continue to assume the major responsibility for financing public postsecondary education.*

49. *Continuous statewide planning should be the responsibility of the State Board of Education.*

a. *The State Board when acting as the state long-range postsecondary education planning agency, should appoint an advisory committee on planning which meets the representation requirements of section 1202 of the Education Amendments of 1972.*

b. *The State Board, or its advisory committee on planning, should be designated the state agency to receive federal* *funds under Section 1202 and Title X of the Education Amendments of 1972.*

- c. *The Commissioner of Higher Education should be designated administrative officer of the state long-range planning agency for postsecondary education.*
- d. *In order to avoid duplicative information gathering, the administrative officer should contract with the executive officer for vocational-technical education for collection of data related to postsecondary vocational-technical centers.*

50. *State support of operating expenses of postsecondary education should take two basic forms:*
    - a. *direct institutional support through appropriations to the institutions and/or their governing boards.*
    - b. *direct student support through student financial assistance.*

51. *Montana should establish a state scholarship program and participate in the federal student incentive grant program. The program should provide for grants to students which are applicable to tuition or living costs at institutions within Montana.*
    - a. *Undergraduates and vocational-technical students in public postsecondary education should be eligible to participate in this program.*
    - b. *Grants should be based upon need.*
    - c. *Priority in the awarding of grants should be given to*
        - (1) *students whose educational programs are disrupted by termination of an institution or program.*
        - (2) *students who must change their place of residence to attend postsecondary education.*
    - d. *Grants or vouchers should be awarded directly to students.*
    - e. *This program should be funded initially at a level of approximately $120,000 (50% state funds, 50% federal funds).*
    - f. *The Commission for Federal Higher Education Programs should administer this program.*
    - g. *The state statute creating a state work-study program should be funded.*

52. *Students attending Carroll College, College of Great Falls, and Rocky Mountain College should be eligible for participation in any state programs which award financial assistance directly to students.*

53. *Students in state institutions of postsecondary education should contribute to the direct costs of their education. However, student charges should not be raised until student resources have been studied to determine the impact of such charges.*

a. *The graduate fees structure should be studied.*

b. *Increases in student fees should not be used to decrease General Fund appropriations.*

54. *State, executive and legislative authorities, in the exercise of their responsibility for budget control and audit, should concentrate on program budget review and approval, and avoid line-item approval and direct involvement in internal budget operation and administration of the public institutions of postsecondary education.*

55. *State funds allocated to the University System should be appropriated to the Board of Regents.*

56. *All institutions of postsecondary education should adopt "zero-based" program budgeting.*

57. *Budgeting formulas should take into account the different missions and programs of the institutions of postsecondary education and the library, laboratories and equipment necessary to support institutional functions.*

58. *The ratio of state to county funding of community colleges should be set at 65:35.*

59. *The units of the Montana University System should use a uniform system of accounts as prescribed by the American Council on Education and endorsed by the American Institute of Certified Public Accountants. Where necessary, the Statewide Budgeting and Accounting System should be modified to accommodate these nationally recognized requirements for college and university accounting.*

60. *Institutions and units of postsecondary education should continue to develop and refine uniform standards, definitions and procedures that will find the full cost of resources used in the process of producing instructional outcomes, including student credit hours, courses, degrees and certificates. As far as possible, this information should be compatible with the work being carried on by the United States Office of Education and the National Center for Higher Education Management System.*

61. *For the immediate future, adult and continuing education should continue to rely upon student fees and the county mill levies. However, there should be provisions for full and partial fee waivers for persons who cannot afford adult education. One way to finance such waivers is by setting aside a percentage of income over and above the expenses incurred in current course offerings for waivers. This procedure is frequently utilized to finance low enrollment courses.*

62. *State funds should be provided to institutions and system offices for the development of management information systems.*

63. *Funds equivalent to one instructional FTE faculty position should be granted to each unit of the University System for each 2,500 students or part thereof. The additional funds would be used for curricular reform or research related to improved instruction.*

64. *The state should provide funding for the administrative expenses of the Statewide Association for Adult and Continuing Educatio*

65. *When the Statewide Association for Adult and Contin*

Education has accumulated sufficient experience and information on the demand for adult and continuing education, it should assess the need and appropriateness of state funding of programs and courses.

66. *Immediate and first priority of all Commission recommendations regarding the University System should be to give attention to improving significantly, faculty, administrative and staff salaries and benefits.*

67. *Faculty, administrative and staff salaries and benefits in Montana higher education should be in parity with those provided for comparable services in comparable institutions. Salaries among similar units should be more uniform.*

68. *The governing boards of public postsecondary education should conduct periodic surveys to compare the compensation paid to faculty, administrators and other staff, with levels of compensation of persons with similar responsibilities in similar postsecondary institutions, government and the private sector.*

69. *Governing boards should set systemwide priorities for increases in faculty compensation.*

70. *The Regents should emphasize immediately, equity and merit increases in their priorities for faculty compensation in the University System. Recommendations for merit increases should be the sole responsibility of the dean of the school or the president of the institution.*

71. *Administrative support costs should be carefully reviewed to insure that they are commensurate with the size of the institution and the number of students being served.*

72. *Private foundations of individual postsecondary institutions should be encouraged to develop income for the supplemental programs. Income from these foundations should be considered additional income and should not be used to reduce the General Fund appropriations.*

73. *The community college districts should be allowed up to a six mill permissive levy for the maintenance and operation of these schools.*

INSTITUTIONS AND THEIR MISSIONS

74. *The primary mission of each institution of public higher education should be the education of undergraduate students.*

75. *Since a clear need for each exists, there should continue to be three types of public institutions of higher education:*

    a. *Community Colleges. These institutions provide the opportunity for many students to receive two years of academic and/or vocational education in an area close to their home communities at a reduced cost to the state. Because they are limited to two-year programs, the community colleges can operate at a relatively low level of enrollment without excessive costs or undue contraints on student choice. They enhance the overall diversity of higher education by providing a small college environ-*

ment where students may be exposed to both academic and vocational programs.

b. Public Four-Year Colleges. The state colleges provide collegiate and some vocational-technical and paraprofessional programs in relatively small institutions. They have a regional focus and attempt to concentrate their services on specific areas of the state. This sector will continue to serve a significant proportion of Montana's undergraduate students. However, this is also the sector with the most severe lack of use and the greatest excess capacity.

c. Public Universities. The two public universities will continue to serve most of the undergraduate students in Montana higher education. They should carry on with their heavy research emphasis and offer advanced graduate and professional degrees. Generally, high-cost professional programs should be concentrated in these institutions. The size of the universities enables them to provide a broad range of curricular options economically.

76. The role of the vocational-technical centers should remain flexible in order to adjust to changing educational, labor and employment needs of the state and its communities.

77. The centers should be viewed as components of a system with each unit specializing in certain fields with no unnecessary program duplication among the centers.

78. The units of public postsecondary education should maintain their present admissions policies except as recommended in other sections of this report.

79. There should be no need in the present, or in the foreseeable future, for additional public postsecondary education institutions in Montana.

80. These considerations should be utilized in determining the need for an institution of higher education:

   a. role of the institution in maintaining and improving access to postsecondary education.

   b. present and potential size of the institution;

      (1) must be large enough to assure students of a range of programs and courses of an adequate quality and with a diversified curriculum.

      (2) must be large enough to utilize resources effectively.

   c. needs of individuals and society for programs and services offered.

   d. capacity of other institutions to absorb students and programs, if necessary, with equal or less cost to the state or the student.

81. On the basis of the above considerations, the Commission recommends that:

   a. Since Western Montana College has reached a stage in enrollment deficiency and financial deficiency serious enough to warrant special attention by the Board of

Regents of Higher Education, the Regents re-evaluate the institution's programs and re-assess its mission so that the most creative and imaginative educational use of existing facilities can be achieved for Montana's total institutional needs. The Regents should closely monitor the enrollment and financial aspects of Western Montana College and consider closure, if that decision best serves the interest of the total University System.

b. *If enrollment at Northern Montana College falls substantially below the current level, the Regents should re-evaluate the feasibility of continuing to operate the college as presently constituted.*

c. *The Regents should explore the possibility of the acquisition of the College of Great Falls as a 7th unit of the University System to be a four-year college within the state system.*

82. *The role and scope of the remaining institutions of public higher education should be as follows:*

a. *Eastern Montana College*

(1) *Should offer undergraduate instruction in the liberal arts and sciences and in teacher training; should offer the associate degree.*

(2) *May develop additional majors in the arts and sciences but only as demonstrated needs develop.*

(3) *Should carefully control Master's degree programs; the emphasis should be to provide services to practicing teachers.*

(4) *Should not offer the doctorate but may, through participation in consortia with the University of Montana and/or Montana State University, offer some courses and programs leading to the doctorate. This option should be utilized only in areas of special strength (such as special education) when the need for a program can be demonstrated and when Eastern Montana College's participation will enable the state to avoid duplication of faculty and facilities.*

b. *Northern Montana College*

(1) *Should offer baccalaureate programs in teacher training and vocational education, and one- and two-year programs in selective vocational and preprofessional fields; should offer the associate degree.*

(2) *Master's degree programs should be limited to the special needs and clienteles of the college's service area with emphasis upon providing services to practicing teachers.*

c. *Montana College of Mineral Science and Technology should remain a highly specialized institution for instruction and research related to the minerals industries and supporting disciplines.*

(1) *Emphasis in the non-technical, supporting disciplines should be in those areas of the social sciences and humanities which best complement the technical aspects of the institution's primary mission: political science (science and public policy), economics (minerals economics and the economics of technological development), and sociology (technology and society). Instruction in such humanistic disciplines as English and history should be retained, as it is essential to any baccalaureate program, but the Regents should re-assess the efficacy of BA programs in those fields at Montana Tech.*

(2) *Montana Bureau of Mines and Geology should remain in Butte to strengthen its educational programs while improving research capabilities of the Bureau.*

d. *Montana State University*

(1) *Should offer a broad range of undergraduate programs in the liberal arts and sciences, teacher training, agriculture, engineering and selective professional areas, as well as the associate degree.*

(2) *Should provide graduate instruction, research and public service.*

(3) *Should share with the University of Montana exclusive authority in public higher education to award the doctorate. However, doctoral programs should be offered in a limited number of carefully selected disciplines except for such specialized programs which may be retained at Montana College of Mineral Science and Technology.*

(4) *Should provide four-year and graduate programs in engineering and have exclusive jurisdiction over the Ph.D.*

(5) *Ph.D. and Master's programs should emphasize the special character of the land grant university and the special needs of the state and region.*

e. *University of Montana*

(1) *Should offer a broad range of undergraduate programs in the liberal arts and sciences, teacher training and selective professional areas, as well as the associate degree.*

(2) *Should provide graduate instruction, research and public service.*

(3) *Should share with Montana State University exclusive authority in public higher education to award the doctorate. However, doctoral*

programs should be offered only in a limited number of carefully selected disciplines.

(4) Ph.D. and Master's programs should relate to the special needs of the state and region.

(5) Should remain the state's most comprehensive institution of higher education.

f. Dawson College, Flathead Valley Community College and Miles Community College.

(1) Should offer instruction through the second year of college.

(2) Programs may include collegiate courses for transfer to four year institutions; instruction in vocational and technical courses leading to employment; general or liberal arts courses, and a particular concern for community and area services.

(3) Should grant the Associate Degree in Arts and Science and certificates in technical and vocational fields.

83. If a unit of postsecondary education is closed, the state should attempt to find an alternate use for the physical plant.

84. If a unit of postsecondary education is closed or if a program is terminated or transferred to another unit, students who are dislocated as a result of such actions should receive full credit by the accepting institution for previous work. They should be able to complete their degrees in the same amount of time that would have been required had they completed their work at the institution in which they had previously enrolled.

85. If a program is transferred from one institution to another, faculty should normally be given the opportunity to transfer.

86. The Legislature should provide adequate funding to assure that the Department of Business Regulation can fulfill its responsibilities with respect to regulation of proprietary schools.

87. Proprietary schools should be included in future long- and short-range state planning for postsecondary education in Montana.

HEALTH AND CARE EDUCATION

88. Support should be given to the Washington, Alaska, Montana, Idaho Medical Education Program (WAMI), and the Legislature should appropriate the necessary amount of dollars each year to keep it working in this state. However, financial support should be contingent upon a written guarantee from the University of Washington School of Medicine that the full number of up to 80 qualified medical students will actually be admitted within the next four years.

89. *The WAMI program should make a systematic effort to introduce Montana's medical students to rural areas during the community clinical phase of their education, rather than concentrating them in the urban areas of the state. A system providing for forgiveness of educational loans in return for practicing medicine in rural areas should be devised for WAMI.*

90. *Montana should continue supporting the Western Interstate Commission for Higher Education (WICHE) Student Exchange Program and increase its level of support as required. The Regents should consider a system which takes into account the variability in the economic needs of Montana students attending out-of-state medical, dental and veterinary medical schools with a provision which would require (in some instances) repayment to the state of the amount the state pays to meet out-of-state tuition costs. It should include, too, a loan forgiveness feature contingent upon a period of practice in Montana once the education has been completed.*

91. *The Montana State University System should be encouraged to seek new models of interstate cooperation in veterinary medicine education.*

92. *The Commission refers the recommendations of the Technical Group on Health Care Education to the governing boards of post-secondary education to be considered in conjunction with their responsibility for review of new and existing programs.*

93. *Efforts should be made to develop flexibility in nursing programs from Licensed Practical Nurse (LPN) to baccalaureate degree nurses. This would include efforts to make it possible for LPN and Associate Degree nurses to enter baccalaureate programs, receiving credit for their previous training.*

94. *All health care personnel should have available to them, and be encouraged to participate in, adequate continuing education and in-service training programs.*

95. *All potential sources for continuing education should be investigated — Montana Medical Education and Research Foundation (MMERF), the University System, the vocational-technical centers and the allied health and professional associations — and a coordinating system should be designated to accommodate continuing health care education in the total health care field.*

96. *The Montana University System and the Department of Institutions should coordinate long-range planning in program and facility needs toward the objective of sharing resources, to achieve both the custodial and health care aims of the institutions and the clinical and other educational aims of the University System.*

NATIVE AMERICANS AND POSTSECONDARY EDUCATION

97. *The State Board of Education and the Montana postsecondary institutions should fully implement the mandate of the new Montana Constitution (Article X, Sec. 2) through continued expansion of innovative projects and existing Indian programs.*

APPENDIX E

98. *Montana postsecondary institutions should develop a set of institutional goals and objectives relating to Native Americans which would include, but not be limited to, welfare of students, educational programs, Indian community activities, etc.*

99. *Funding for Native American Studies Programs should be increased based on Indian student needs, population and the number of Montana Indian communities to be served. The criteria for future state funding and for establishing programs should be based on effective administrations, research activities, curriculum developments and support services, etc.*

100. *Postsecondary institutions should support financially, future Native American cultural activities on campus (museum exhibits, powwows, student conferences, art and cultural functions, etc.) the same as other school functions during the academic year.*

101. *Postsecondary institutions and concerned state agencies should support the new Indian Culture Master Plan for the Education of Public School Teachers (HB 343, HJR 60) and provide assistance for its implementation.*

102. *The Board of Regents and the Board of Public Education, should review educational policies as they relate to Indian students and initiate the necessary action to insure that the educational needs of the Native American people are being met.*

103. *The Board of Regents should appoint a standing subcommittee composed of Indian educators, tribal representatives and concerned people to review financing and administration of institutional programs for Native Americans and to deal with issues affecting the concerns of Montana Indian communities.*

104. *Student financial aid officials (tribal/institutional/federal) should make a responsible effort to develop new aid programs or a new statewide Indian financial aid formula on behalf of Indian students attending postsecondary institutions, taking into consideration treaty rights, tribal grants, state fee waivers, economic opportunity grants, legislation, etc.*

105. *Directors of college work-study programs should develop a policy which affords the Indian student an opportunity to work on or near reservations under the guidelines of the federal work-study program.*

106. *The Board of Regents should review the State Indian Fee Waiver and recommend to the legislature any reform needed to make the waiver applicable to all tribal Indian students.*

107. *Presidents and/or directors of postsecondary institutions should create an Indian Review Board with membership slected with the assistance of responsible tribal and urban Indian groups. The Board should address itself to issues and problems confronting postsecondary institutions and Native American communities.*

108. *Those institutions having significant Indian student populations or Indian community involvement should provide special services (skill classes, cultural classes, Indian counselors, tutors, etc.) for students needing this type of program.*

109. *Provision should be made for Indian students to have access to qualified Indian counselors (for at least 4 years) as well as tutors (for at least 2 years) to assist them in adapting to the foreign environment of the institution.*

110. An effort should be made by officials of student health services to develop a uniform Indian student health plan in coordination with the Indian Public Health Service.

111. The Commissioner of Higher Education should seek funds to finance an annual conference on Native Americans in postsecondary education. Participants should include representatives of postsecondary institutions, Indian students, Montana Indian community people, state educational officials, etc.

112. All postsecondary institutions should develop and maintain data on Indian students and Indian community projects for the purpose of public accountability.

113. The Commissioner of Higher Education should evaluate institutional programs for Indians and make recommendations for insuring full and acceptable participation in these programs by Montana Native Americans.

114. The Board of Regents should develop an annual report concerning Native Americans in postsecondary education to be disseminated statewide.

115. The Governor should appoint a Native American to the Board of Regents.

116. The Board of Regents should seek funds from the Legislature for a permanent Indian staff member in the office of the Commissioner of Higher Education for the purpose of coordinating Indian affairs and programs at postsecondary institutions.

117. All postsecondary institutions should make an immediate effort to employ qualified Indian faculty and non-instructional staff on all levels.

ACCOUNTABILITY

118. The state planning agency for postsecondary education should develop a comprehensive, compatible management information system.

- *a. The elements in the system should be those with reasonable potential for direct use by the units, systems offices, boards and by state government for policy and planning purposes.*
- *b. All elements put in the system should be as compatible as possible.*
- *c. Dual or duplicate systems are extremely expensive to maintain and should be avoided.*

119. Governing boards should develop statements of rights and responsibilities for members of the institutions (including faculty, students, administrators, staff and trustees) along the lines suggested in the Technical Report on Accountability:

—Accountability of postsecondary education to the public and its representatives.

—Accountability of postsecondary education to the student.

—Accountability of the individual (faculty, students, staff) to the institution.

120. *The Board of Regents should be encouraged to publish an annual report on its activities including its financial status, as well as the goals and objectives of higher education in the state. This report should be made available to the Legislature each December.*

ADDITIONAL RECOMMENDATIONS

121. *The Board of Regents should require all institutions participating in intercollegiate athletics to use a uniform accounting system developed by the Board of Regents.*

122. *Student funding of intercollegiate athletics should be controlled by the students through student government. The administration at each institution can establish the athletic gate charge for the student body based upon the student funding.*

123. *An effort should be made to coordinate the total physical education program at each institution including recreation, intramural sports, intercollegiate athletics and physical education.*

124. *State appropriated funds should be limited to the following aspects of the intercollegiate athletics program: (1) salaries of staff such as athletic directors, trainers, coaches, equipment managers and office secretaries (2) payment of travel expenses of staff members authorized to attend officially scheduled meetings or to accompany athletes for officially scheduled events away from home (3) maintenance of the appropriate physical plant including utilities (4) office supplies and equipment (5) conference dues and assessments (6) payment of student athlete's labor at the same rate as paid to other students for employment in bona fide positions.*

125. *In addition to the implementation of the above recommendations, the Board of Regents should undertake an in-depth study of intercollegiate athletics in postsecondary education immediately. The study should include the impact of Title IX (equal opportunity for female participation) on the total physical education program including intercollegiate athletics.*

126. *The Commission accepts in principle a Blackfeet Community College. This institution should receive its direction and policy determination from an accredited community college.*

127. *The Montana Commission on Postsecondary Education strongly recommends that the people of the State of Montana, the Governor, the Legislature and the Board of Regents support each unit at a viable level, allowing it to fulfill its mission without loss of quality, since the status quo and current funding trends are inadequate. We recommend further, that the current budget of the Board of Regents be revised upward.*

F

APPENDIX F

HOUSE BILL 578

APPENDIX F

AN ACT APPROPRIATING THREE HUNDRED THOUSAND DOLLARS ($300,000) FROM THE GENERAL FUND AND APPROPRIATING ALL FEDERAL AND PRIVATE FUNDS RECEIVED FOR THE PURPOSES OF THIS ACT FROM THE FEDERAL AND PRIVATE REVENUE FUND TO THE COMMISSION CREATED BY THIS ACT FOR THE BIENNIUM ENDING JUNE 30, 1975, FOR CONDUCTING A COMPREHENSIVE STUDY OF THE PLANNING FOR POST-SECONDARY EDUCATION IN MONTANA; AND ESTABLISHING A COMMISSION ON POST-SECONDARY EDUCATION.

BE IT ENACTED BY THE LEGISLATIVE ASSEMBLY OF THE STATE OF MONTANA:

Section 1.

(1) As authorized by article VI, section 7, of the Montana constitution, there is created a temporary commission to be known as the commission on post-secondary education.

(2) The commission consists of not more than thirty (30) members appointed by the governor to serve at his pleasure.

(3) The commission shall be broadly representative of the general public and public and private nonprofit and proprietary institutions of post-secondary education in the state, including community colleges, junior colleges, post-secondary vocational schools, area vocational schools, technical institutes, four (4) year institutions of higher education, and branches thereof.

(4) The governor shall appoint the chairman of the commission. The commission members may elect a vice-chairman, secretary, and other necessary officers from among their members.

Section 2. The chairman shall schedule meetings of the commission as considered necessary, but meetings shall be held at least bi-monthly. A majority of the commission may also call a meeting.

Section 3. Members of the commission are entitled to compensation of twenty-five dollars ($25) per day, and to reimbursement for actual and necessary expenses, while on commission business.

Section 4. The commission shall make a detailed and thorough study of postsecondary education in this state. It shall also make comprehensive inventories of, and studies with respect to, all public and private post-secondary educational resources in the state, including planning necessary for such resources to be better coordinated, improved, expanded, consolidated, or altered so that all persons within the state who desire, and who can benefit from, post-secondary education may have an opportunity to do so. The commission shall further devise a system of accountability that will accurately measure educational output in relation to financial input. The commission may use other state agencies or institutions to make studies, conduct surveys, submit recommendations, or otherwise contribute services or expertise to the commission in conducting its activities under this act.

Section 5. The commission shall, before undertaking other activities, assess the evidence and resulting recommendations made in prior studies relating to postsecondary education in Montana. These studies include, but are not limited to, the Peabody Report, the Flesher Report, the Durham Report, the Regents' Master Plan and various studies by the legislative council.

Section 6. A written report with substantive recommendations adopted by the commission, and recommendations regarding implementing legislation, shall be made available to the governor, the members of the legislature, and the members of the state board of education no later than December 1, 1974.

Section 7. Three hundred thousand dollars ($300,000) is appropriated from the general fund to the commission for the biennium ending June 30, 1975, for conducting the study and planning authorized by this act.

Section 8. All federal and private funds received for the purposes of this act are appropriated from the federal and private revenue fund to the commission for the biennium ending June 30, 1975.

Section 9. The funds appropriated by section 6 may be used to match any federal or private funds available for conducting the study and planning authorized by this act. However, an amount from the funds appropriated under section 7, equal to the amount received in federal and private funds, shall revert to the general fund, and may not be expended by the commission.

Section 10. On behalf of and for the commission, the governor shall make application for any federal funds available for the study and planning authorized by this act, and he may enter into any contracts required for receipt of federal funds with the appropriate federal agency.

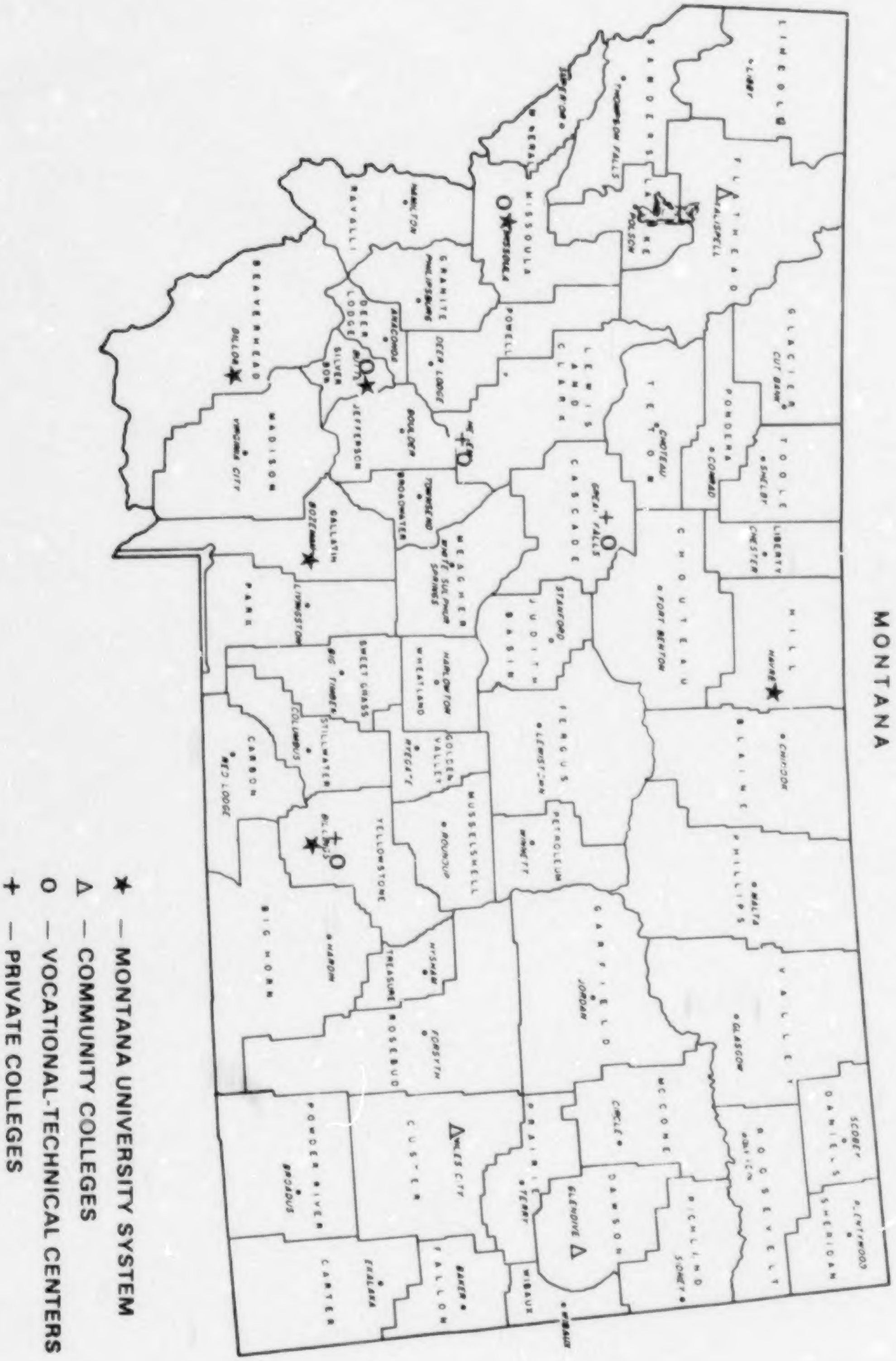
G

APPENDIX G

MONTANA PUBLIC POSTSECONDARY EDUCATIONAL INSTITUTIONS

140 /

APPENDIX G


MONTANA
★ — MONTANA UNIVERSITY SYSTEM
Δ — COMMUNITY COLLEGES
O — VOCATIONAL-TECHNICAL CENTERS
+ — PRIVATE COLLEGES
LINCOLN
LIBBY
FLATHEAD
KALISPELL
LAKE
POLSON
SANDERS
THOMPSON FALLS
MINERAL
MISSOULA
RAVALLI
HAMILTON
GRANITE
PHILIPSBURG
POWELL
DEER LODGE
ANACONDA
SILVER BOW
BUTTE
BEAVERHEAD
DILLON
MADISON
VIRGINIA CITY
JEFFERSON
BOULDER
HELENA
BROADWATER
TOWNSEND
GALLATIN
BOZEMAN
PARK
LIVINGSTON
LEWIS AND CLARK
TETON
CHOTEAU
PONDERA
CONRAD
GLACIER
CUT BANK
TOOLE
SHELBY
LIBERTY
CHESTER
HILL
HAVRE
CASCADE
GREAT FALLS
CHOUTEAU
FORT BENTON
MEAGHER
WHITE SULPHUR SPRINGS
JUDITH BASIN
STANFORD
FERGUS
LEWISTOWN
WHEATLAND
HARLOWTON
SWEET GRASS
BIG TIMBER
STILLWATER
COLUMBUS
CARBON
RED LODGE
GOLDEN VALLEY
RYEGATE
MUSSELSHELL
ROUNDUP
PETROLEUM
WINNETT
YELLOWSTONE
BILLINGS
BIG HORN
HARDIN
TREASURE
HYSHAM
ROSEBUD
FORSYTH
BLAINE
CHINOOK
PHILLIPS
MALTA
GARFIELD
JORDAN
VALLEY
GLASGOW
McCONE
CIRCLE
DANIELS
SCOBEY
SHERIDAN
PLENTYWOOD
ROOSEVELT
WOLF POINT
RICHLAND
SIDNEY
DAWSON
GLENDIVE
PRAIRIE
TERRY
WIBAUX
CUSTER
MILES CITY
FALLON
BAKER
POWDER RIVER
BROADUS
CARTER
EKALAKA

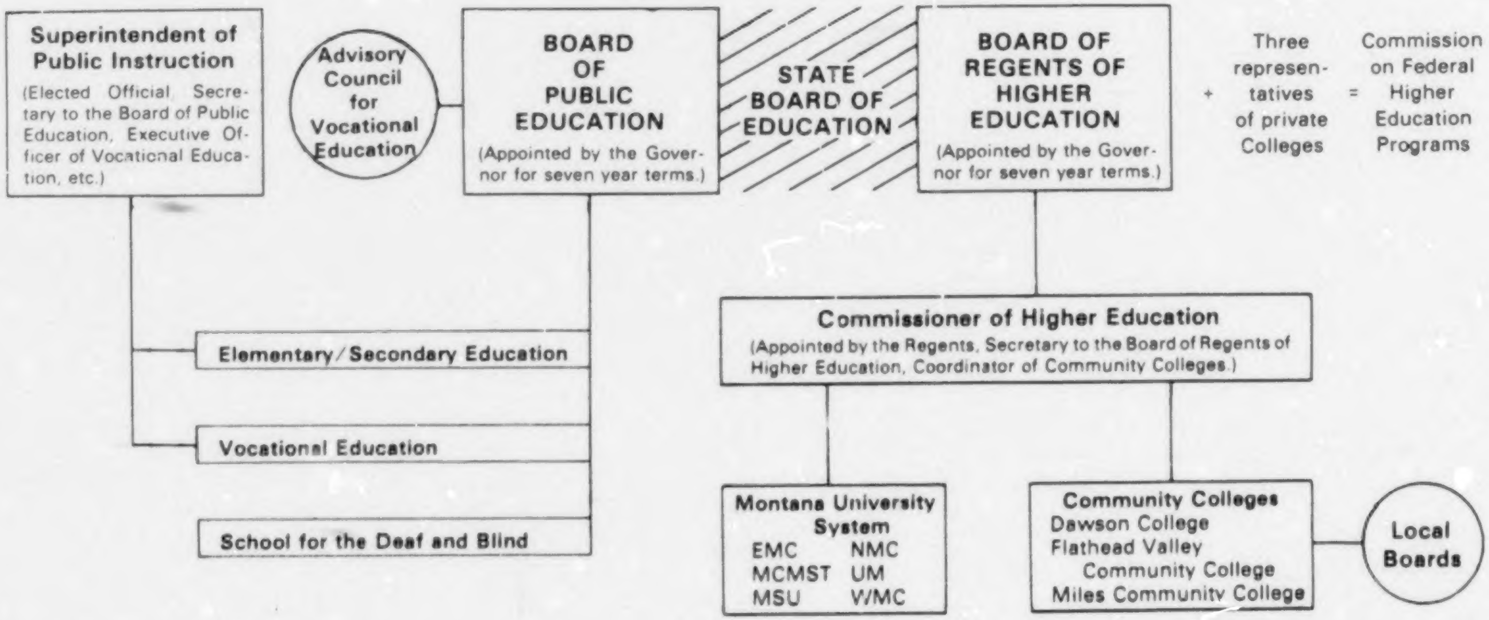
H

APPENDIX H

STATE-LEVEL GOVERNANCE OF MONTANA EDUCATION

APPENDIX H

STATE-LEVEL GOVERNANCE OF MONTANA EDUCATION


Superintendent of Public Instruction
(Elected Official. Secretary to the Board of Public Education, Executive Officer of Vocational Education, etc.)
Advisory Council for Vocational Education
BOARD OF PUBLIC EDUCATION
(Appointed by the Governor for seven year terms.)
STATE BOARD OF EDUCATION
BOARD OF REGENTS OF HIGHER EDUCATION
(Appointed by the Governor for seven year terms.)
+
Three representatives of private Colleges
=
Commission on Federal Higher Education Programs
Elementary/Secondary Education
Vocational Education
School for the Deaf and Blind
Commissioner of Higher Education
(Appointed by the Regents, Secretary to the Board of Regents of Higher Education, Coordinator of Community Colleges.)
Montana University System
EMC NMC
MCMST UM
MSU WMC
Community Colleges
Dawson College
Flathead Valley Community College
Miles Community College
Local Boards

The Board of Public Education and the Board of Regents each have seven voting members appointed by the Governor with the consent of the Senate. Neither board may have more than four voting members from the same congressional district nor from the same political party or organization. The term of office for appointed members is seven years. The Governor, Superintendent of Public Instruction and Commissioner of Higher Education serve as ex officio, non-voting members on both boards.

The Superintendent of Public Instruction, an elected official, serves as secretary to the Board of Public Education and Executive Officer of Vocational Education in addition to numerous other duties and responsibilities assigned by law.

The Commissioner of Higher Education, appointed by the Regents, serves as secretary to the Board of Regents of Higher Education and Coordinator of Community Colleges.

The members of the Board of Public Education and the Board of Regents, meeting together, form the State Board of Education which has responsibility for submitting unified budget requests, for long-range planning and for coordination and evaluation of policies and programs for the state's educational systems. The Governor serves as president of and the Superintendent of Public Instruction as secretary to the State Board of Education.

I

APPENDIX I

ROLL CALL VOTES

APPENDIX I

ROLL CALL VOTES

Commission Members	Recommendation #81. Vote: YES	Recommendation #81. Vote: NO	Recommendation #81.a. Vote: YES	Recommendation #81.a. Vote: NO	Recommendation #81.c. Vote: YES	Recommendation #81.c. Vote: NO	Recommendation #82.c.(1) Vote: YES	Recommendation #82.c.(1) Vote: NO	Recommendation #127. Vote: YES	Recommendation #127. Vote: NO
Aasheim		✓		✓	✓			✓		✓
Bates	✓			✓	✓			✓	✓	
Behan	✓			✓	✓			✓	✓	
Champoux	✓		✓		✓		✓		✓	
Cordingley										
Craig	✓			✓		✓		✓	✓	
Crowley		✓	✓			✓	✓		✓	
Davidson		✓		✓	✓			✓	✓	
Davis		✓	✓		✓		✓		✓	
Diehl		✓	✓			✓	✓			✓
Dixon	✓			✓		✓		✓		
Dore	✓			✓	✓			✓	✓	
Fenton	✓			✓	✓			✓	✓	
Hart	✓		✓		✓		✓		✓	
James	✓		✓		✓		✓		✓	
Kennerly	✓		✓		✓		✓		✓	
King		✓	✓			✓		✓	✓	
LaBuda		✓	✓			✓	✓		✓	
MacKay		✓		✓				✓	✓	
McDonough		✓	✓			✓	✓		✓	
Moore		✓	✓			✓	✓		✓	
Peterson		✓	✓		✓		✓		✓	
Pettit	✓		✓			✓	✓		✓	
Schotte		✓	✓			✓	✓		✓	
Skaar	✓			✓	✓			✓	✓	
Sogard	✓		✓			✓		✓	✓	
South		✓	✓			✓	✓		✓	
Stickney	✓			✓	✓			✓	✓	
Warfield	✓		✓			✓	✓		✓	
TOTAL	15	13	17	11	14	13	15	13	25	2

J

APPENDIX J

MINORITY REPORTS

MINORITY REPORT

We believe the Commission erred in passing the recommendation that the Board of Regents merely investigate Western Montana College with closure as only one of the options.

Such a decision was indecisive. We support and reaffirm the Commission's initial recommendation for closure of Western Montana College adopted in June.

The bill creating our Commission specifically required "substantive recommendations" and we find it impossible to recognize as substantive, a recommendation which directs the Regents to "re-evaluate the institution's programs and re-assess its mission". That was widely evident well before our Commission was organized. We believe our Commission simply avoided a definitive stand. What should have been recommended might have materialized: what was not recommended will not come to be. Thus our Commission has done a disservice to Montana's educational future by avoiding a positive stand on the issue of Western Montana College.

However, a positive option does exist in the form of the Commission draft report recommending closure passed in June. To have adopted this option would have been to meet the statutory responsibilities head-on. Our staff and dozens of others invested considerable amounts of time and energy in a thorough study of this single issue. It produced, and we subsequently adopted, an un-biased, non-political, professional recommendation — close Western. The Commission should have adopted this recommendation once again.

The points in favor of this option (declining birth rates leading to reduced need for teachers, an enrollment at Western Montana College below the Carnegie Commission's suggested "viable limit", a projected decrease in total University System enrollment in the coming years and the belief that Western Montana College students and faculty could be accommodated in other units of the System) significiantly contribute to the justification of the recommendation for closure.

Finally, regarding the issue of Western Montana College, we feel the Commission did not understand its mission as a recommendatory body. We were created to advise, not to implement; to study and suggest, not to acquiesce; to render "substantive" options. In the adopted recommendation for Western Montana College, we did not.

Submitted by:

Magnus Aasheim
Edward Bates
Tom Behan
Mary Craig
Ian Davidson
Patricia Dixon
Raymon Dore
Mary Fenton
William Mackay
Linda Skaar
Mickey Sogard
Jessica Stickney

MINORITY REPORT

Inasmuch as we, the undersigned, believe that the educational needs of Montana's citizenry can be served better with Montana Tech designated a two-year (rather than a four-year) institution, we hereby file this minority report.

We have read with studied interest the various arguments given in support of Tech as a four-year unit of the Montana University System (including the Booz, Allen & Hamilton Report, commissioned by the Butte Local Development Corporation which shows a potential — but no practical reality) and have listened to the testimony of interested persons (including officials of the mining industry) at numerous public hearings — hoping to find some supportive evidence to substantiate the need for maintaining Tech as a four-year institution.

Statistically, the converse is true — Tech's student body resembles that of a community college and we have found nothing that outweighs the following facts:

64% of the enrollment at Tech is at the freshman/sophomore level;
67% of the undergraduates are from Silver Bow County; and
73% of the freshmen are from Silver Bow County.

If a comparison is made, Tech ranks higher in at least two of these categories than all but one of Montana's community colleges. Yet of all of the units of the Montana University System, Tech draws the lowest percent of freshman students from its local area — 37% — probably due to its limited liberal arts curriculum.

Tech and its supporters contend that if the minerals programs are moved to MSU they will be eventually lost or phased out because consolidation with other schools has led to the demise of similar programs across the nation. Statistically, this is not true.

To attempt to upgrade Tech to a highly specialized technical four-year unit (as upheld by the majority) is staggering in its financial implications and does not guarantee that enrollment in the engineering programs would grow sufficiently to change the current imbalance of non-technical to technical students.

We further believe that the transfer of Tech's engineering programs to MSU would result in considerable savings for the state and would improve the quality of the student's education. Costly duplication, particularly in the support course area could be eliminated and the quantity and variety of courses available to the student would be greatly increased.

We believe that the change of role and scope to a two-year school need not be downgrading for Tech — but instead upgrading — allowing it to meet the needs of the community in an economical, efficient and effective manner.

Submitted by:
Aasheim, Bates, Behan, Craig, Davidson, Dixon, Dore, Fenton, Mackay, Skaar, Sogard, Stickney.

MINORITY REPORT

I would applaud the staff of the Post Secondary Education Commission and the Commission members in their overall efforts to improve Post Secondary Education for Montana. I firmly believe the decisions arrived at were in the main responsible and fair. I believe the Commission at an early date became too immersed in the question of whether or not to close or change the mission at Dillon and Tech.

I believe we may have fallen victim to an over-abundance of food without the capability to digest it within the time frame and budget restrictions set forth from the beginning.

I believe the strong possibility exists that we had accented too much the ideal without preparing ourselves adequately with the practical and/or the real questions of the people.

I believe we have furnished the governing boards, the executive and legislative arms of government, and the taxpayers with a data base and an information resource which is invaluable and from it, with dedicated follow-up, a quantum leap in quality education can be made.

I believe we failed to get a sufficient identification from the people of Montana of just what they like and what they don't like about Montana Post Secondary Education. In line with this, I feel it is extremely necessary that the legislative, executive and governing bodies of the State of Montana ascertain much more clearly what the people, the taxpayers, the social, political and business communities desire from the educational community and the educational system.

I felt that we were too often making decisions based upon what we personally felt or what we indivdually or collectively thought would be best without enough input from the people, the taxpayer.

Yes, we had hearings, yes, members of the commission and groups visited institutions and held hearings, but to too large a degree these hearings were dominated by pros and cons of the closing of Western and/or modifying Tech. The hearings also were predominantly attended by educators, special interest groups, and/or intellectually inspired people. The common man, the mass of the public of Montana, were not represented adequately at our hearings or in our deliberations.

I believe we did not address ourselves carefully enough to the expansion of costs that come with expanding education to part-time, so-called in and out education, graduate school and duplication.

I believe very special attention must be given by the taxpayers of Montana, the executive, legislative and governing boards to Appendix A-9, where examination will show many doctorate and master degree programs in our university units which have not graduated one student per year.

It seems to me that Montana taxpayers and Montana educators must decide how much more money they are willing to pay for higher education in Montana and then achieve a degree-offering program in the undergraduate and graduate school which will provide a standard of excellence rather than a standard of proliferation of programs, undernourished programs, unneeded degree programs, and gross duplication.

In summary, I believe we have too many units of the university system of Montana compounded with too much duplication in course offerings and graduate programs. Study and analysis of teaching loads and class room contact hours shows a disproportionate share of faculty time being spent at the graduate level.

I further believe we continue to be locked into tradition as concerns faculty salaries and expectations of faculty. I believe we carry too many faculty for the size of the job to be done and pay too low a salary to the top teachers. We continue the practice of hiring teachers and educators in leadership and administrative roles at our university system units who may be overly sensitive and overly protective of the position of education for education's sake rather than responsive to the needs and wishes of the people, the employment market, the business and industry of our state.

I would hope more attention could be given in the future to "Education — what will it do for me?" rather than education for education's sake.

Submitted by Dale G. Moore

MINORITY REPORT

This Minority report deals with Recommendation #89 in the Draft Report.

> Montana should continue supporting the Western Interstate Commission for Higher Education (WICHE) Student Exchange Program and increase its level of support as required. The Regents should consider a system which takes into account the variability in the economic needs of Montana students attending out-of-state medical, dental and veterinary medical schools with a provision which would require (in some instances) repayment to the state of the amount the state pays to meet out-of-state tuition costs. It should include, too, a loan forgiveness feature contingent upon a period of practice in Montana once the education has been completed.

I would suggest deleting all material after the first sentence of the recommendation. My understanding is that the Regents have looked into such out-of-state tuition repayment plans or loan forgiveness plans and found them either undesirable or unworkable. In addition, I feel there is serious doubt that this is a good philosophy — to relate student tuition to costs of specific courses. The next logical step might be to charge in-state students more for certain higher cost programs (such as chemistry, etc.) than for others (say history or English). Certainly the cost of sending Montanans out of state to enroll in WICHE programs is increasing at a great rate, but it is much cheaper than Montana increasing it's graduate programs offered in state in new, high cost areas.

I strongly support increased funding for WICHE and also continued effort to increase the number of slots available to Montanans in other WICHE states.

Submitted by William Warfield

MINORITY REPORT

The report of the Commission on Post-Secondary Education contains numerous valid recommendations, many of which have been or are being implemented.

Unfortunately, the traumatic effect of the original radical recommendations to close Western, alter Tech and have complete State control over Vo-techs created a situation where other important issues were ignored or inadequately considered.

Montanans were afforded the opportunity to express their views on post-secondary education and thousands of letters were received.

1. **Public Hearings**

The Commission held eleven public hearings prior to compiling their draft report containing tentative recommendations. The draft report was published and circulated throughout Montana with the preface that "the Commision on Post Secondary Education presents this report in draft form to Montana for discussion, criticism and suggestions." It further invited the public to share its views: "We encourage you to share your response either in writing or through testimony at one of the public hearings." In response thereto, the following petitions were presented to the Commision:

"PETITION

To: The Honorable Thomas L. Judge, Governor: Members of the Senate and House of Representatives of the State of Montana, the Governor's Commission on Post-Secondary Education, and the Board of Regents of the Department of Education.

We, the undersigned, citizens of the State of Montana, being vitally concerned with the matter of improving the state's system of higher education; and being further alarmed with the effect that certain proposals heretofore made by the Governor's Commission will, if implemented, have on the future of education in our state; do hereby respectfully petition and urge the recognition of the historical and legally established basic units of the university system, to-wit: University of Montana, Montana State University, Eastern Montana College, Western Montana College, Northern Montana College, and the Montana College of Mineral Science and Technology.

We urge that the mandate of the Legislature for the study and recommendations with respect to the future of post-secondary education be implemented within the historic framework of these established institutions in their respective communities.

We further respectfully suggest that any recommendations to phase out, downgrade, or close any one of these already established and working units is contrary to the best interests of education, the mandate of the Legislature, and the Constitutions of the State of Montana, and the United States of America.

NAME ADDRESS

This Petition contained 17,123 signatures of persons from 135 cities and towns in Montana.

"PETITION

To: The Honorable Thomas Judge, Governor; the Honorable Members of the Senate and the House of Representatives; the Board of Regents; and the Governor's Commission on Post Secondary Education of the State of Montana.

We, the undersigned, citizens of the State of Montana, being vitally concerned with the improvement of and future plans for the State's system of higher education do hereby respectfully petition and urge that Montana College of Mineral Science and Technology at Butte be continued as an independent high quality minerals engineering college with the existing supportive liberal arts curricula. We also respectfully petition that the degree offerings in minerals engineering and all appropriate related areas be expanded.

The Montana Tech Advancement Committee
Hotel Finlen

Butte, Montana 59701

NAME ADDRESS

This petition contained approximately 23,500 signatures.

At the public hearing in Helena on September 24, 1974, letters, resolutions and testimony in opposition to the proposed recommendations affecting Western and Tech were presented including the following:

1. Montana Education Association (Dillon Chapter)
2. AFL-CIO (James Murray, AFL-CIO)
3. Montana Chamber of Commerce (Board of Directors)
4. American Legion
5. Montana Power Company
6. Montana Federation of Teachers
7. Montana Broadcasters Assn.
8. American Association of University Women - (Dillon Chapter)
9. Delta Kappa Gamma (teacher's organization)
10. State Junior Chamber of Commerce
11. Montana League of Cities & Towns
12. Democratic State Central Committee Platform Resolution
13. School Administrators from Great Falls, Helena, Miles City, Missoula, and others.
14. Petition from 4-Rivers Administrators Association containing the signatures of 15 school administrators.
15. Senator Mike Mansfield

Not a single witness appeared at the public hearings in Helena, or at any of the other public hearings, in support of the tentative recommendations to close Western or alter Tech's role.

The public spoke loud and clearly, as it has for the past 77 years, in support of the continuance of the six units of our university system.

2. **Prior Studies**

Had the Commission followed the legislative mandate, House Bill 578, Sec. 5, and assessed the evidence and recommendations of prior studies before making its recommendations more time and effort could have gone into making "a detailed and thorough study of all postsecondary education in this state."

The recommendations made by the Legislative-sponsored Durham report in 1958 were based upon the permanence of the six units of the University system being assured. Durham stated, "It speaks well for the founders of Montana that they discovered a dream of the multiple campuses. They attempted to make higher education accessible to the people."

Durham, after making a thorough and intensive study of our Montana University system and previous reports, and considering alternative possibilities such as merging or discontinuing one or more units found:

> "Such radical steps have been the object of other studies and have been reported as impractical or politically unfeasible."
>
> "The best outlet for local pride in the closing decades of the century, the permanence of the institutions being assured, is evident concern for higher education itself. If any forces, for political or economic reasons, want to keep higher education weak in Montana, they should oppose coordination, keep the system competitive, divided, at cross purposes, and turned against itself. So, the system's fair share of the tax dollar may be eroded away by the more unified approaches of highway, welfare, health and public school 'foundation' programs. Those who can appreciate the facts which confront state governments, tax revenues, and legislatures, and who envy for higher education its just role (no more, no less) in the state, had better concern themselves with a more perfectly coordinated state system."

In speaking of alternatives, Dr. Durham chose to:

> "Build on the past expereince and status quo toward a more effective coordinated system, by strengthening the policy position of the Board, and the central office of the Executive Secretary, already created by law. This is the most logical, the most practical, and the politically feasible approach to future organizations, and the one finally adopted after hundreds of interviews, much study and discussion, for this study.
>
> "Other alternative possibilities are many, including such radical legislative steps as dissolving the six units into one (at either Missoula or Bozeman); merging or discontinuing one or more; or centralizing the six units into one administrative system like the University of California (as was recommended by the Griffinhagen study in 1941-42). Such radical steps have been the object of other studies and have been rejected as impractical or politically unfeasible. All, with variations, have been taken into account in selecting the present approach — namely, to build on past experience toward a more effective coordinated system embracing the six units now established by the state's legal and poltical processes.

3. **Duplication**

Governor Judge, in his statement on Postsecondary Education delivered to the Commission members, together with Montana Legislative Council and all prior studies questioned the necessity and high cost of duplication of courses offered, particularly at the graduate level.

The Education Committee report to the Constitutional Convention cites the duplication question as a strong reason for giving more power to the Board of Regents saying:

> "At the present duplication and institutional rivalry for funds is the rule," and "similarly, the Board would be in a position with knowledge and authority to eliminate wasteful duplication of courses."
>
> The 1972 Legislature adopted Senate Joint Resolution No. 9 requesting the Legislative Council to study unnecessary duplication and the 1973 Legislative authorized and funded this Commission to study this problem.

4. **Quality of Education**

The quality of educational output was not assessed or reviewed by the Commission. The need for existing programs was not studied nor were existing programs studied to determine whether they met the criteria standards.

5. **Intercollegiate Athletics**

Governor Judge posed specific questions to the Commission members requesting their examination including: "to what extent can the people of the state continue tos ubsidize intercollegiate athletic programs?"

The Commission report does contain recommendations that should be helpful in the future, if implemented, but no cost figures.

6. **Education Opportunity — Cost to Student**

Article X, Section 1 of Montana's Constitution provides:

> "It is the goal of the people to establish a system of education which will develop the full educational potential of each person. Equality of educational opportunity is guaranteed to each person of the state."

The Commission recommendations announce that its and Montana's goal in post-secondary education "**should be to enhance the opportunities for learning available to the people of Montana. And we believe that the learning experiences available through our institutions should respect the individualism and diversity of the people of Montana.**"

Proceeding, the Commission proposes:

> "Equal and universal opportunity for participation in postsecondary education by citizens of Montana . . . regardless of . . . or economic status."

Despite these lofty goals, the cost to the student is totally ignored not only in the report but in all of the data base as well.

Submitted are costs to the student at the various units for a three-year period:

1972-73
STUDENT COSTS

	Fees and Books	Room and Board	TOTAL
EMC	598.80	952.00	1,550.80 (3)*
MCMST	515.30	898.04	1,413.34 (5)
MSU	644.65	938.50	1,583.15 (2)
NMC	559.80	867.00	1,426.80 (4)
U of M	662.80	953.00	1,615.80 (1)
WMC	434.30	780.00	1,214.30 (6)

*Rank order high to low.

1973-74
STUDENT COSTS

	Fees and Books	Room and Board	TOTAL
EMC	623.80	983.00	1,606.80 (3)
MCMST	536.30	1,000.00	1,536.30 (4)
MSU	660.75	1,013.50	1,674.15 (s)
NMC	579.80	922.70	1,502.50 (5)
U of M	637.80	1,088.00	1,725.80 (1)
WMC	434.30	858.00	1,292.30 (6)

1974-75
STUDENT COSTS*

	Fees and Books	Room and Board	TOTAL
EMC	649.00	1,089.00	1,738.00 (3)
MCMSU	561.50	1,058.00	1,619.50 (4)
MSU	684.85	1,064.55	1,749.40 (2)
NMC	600.00	965.18	1,565.18 (5)
U of M	679.50	1,185.87	1,865.37 (1)
WMC	459.50	943.00	1,402.50 (6)

*Data taken from Regent's Agenda, April 8, 1974.

Although these figures speak for themselves, a further breakdown of the costs of fees and books is submitted:

Individual Unit Student Fees 1973-74

	U of M	MSU	MCMST	WMC	EMC	NMC
Registration & Incidental	271.80	271.80	271.80	271.80	271.80	271.80
Building Fees & Use Fees	123.00	129.75	36.00	50.00	87.00	84.00
Health Fee	48.00	33.00	7.50	22.50	30.00	9.00
Textbooks & Miscellaneous	150.00	191.00	171.00	30.00*	175.00	170.00
TOTALS	637.80	660.65	536.30	434.30	623.80	579.80

*Western has a textbook rental system.

Any conclusions to the effect that the smaller colleges are more expensive should be laid to rest permanently when the total cost to the student and taxpayer are included. When talking of educational opportunity and access the student cost simply cannot be ignored.

1972-73
Student Costs

	Tax Dollars Per Student	Fees and Books	Room and Board	TOTAL	Total Cost to Taxpayer and Student
EMC	1,104.00	598.80	952.00	1,550.80 (3)*	2,654.80 (5)*
MCMST	1,650.00	515.30	898.04	1,413.34 (5)	3,063.34 (1)
MSU	1,137.00	644.65	938.50	1,583.15 (2)	2,720.15 (3)
NMC	1,388.00	559.80	867.00	1,426.80 (4)	2,814.80 (2)
U of M	1,045.00	662.80	953.00	1,615.80 (1)	2,660.80 (4)
WMC	1,078.00	434.30	780.00	1,214.30 (6)	2,292.30 (6)

*Rank order high to low.

1973-74
Student Costs

	**Tax Dollars	Fees and Books	Room and Board	TOTAL	Total Cost to Taxpayer and Student
EMC	1,173.60	623.80	983.00	1,606.80 (3)	2,779.80 (5)
MCMST	1,732.00	536.30	1,000.00	1,536.30 (4)	3,268.30 (1)
MSU	1,237.00	660.65	1,013.50	1,674.15 (2)	2,911.15 (4)
NMC	1,610.00	579.80	922.70	1,502.50 (5)	3,211.50 (2)
U of M	1,282.00	637.80	1,088.00	1,725.86 (1)	3,007.80 (3)
WMC	1,474.00	434.30	858.00	1,292.30 (6)	2,766.30 (6)

*Includes General and Millage Fund tax dollars with all other student fees and collections.

**1973 House Bill 55, General Fund and Millage Fund.

7. **Inventory of Physical Facilities — Long Range Building Program**

The Commission was provided with the following information regarding assignable academic square feet for higher education:

Public Colleges (using factor of 93 sq. ft. per FTE(

	Capacity	Enrollment
Public Colleges (using factor of 93 sq. ft. per FTE)		
Montana College of Mineral Science and Tech.	1,259 FTE	700
Western Montana College	1,609 FTE	735
Eastern Montana College	2,800 FTE	2,816
Northern Montana College	1,991 FTE	1,079
Total	7,659 FTE	5,330
Public Universities (using factor of 114 sq. ft. per FTE)		
University of Montana	6,652 FTE	8,026
Montana State University	8,145 FTE	8,225
Total	14,707 FTE	16,251
Community Colleges (using factor of 103 sq. ft. per FTE)		
Dawson College	391 FTE	356
Miles City Community College	368 FTE	348
Flathead Valley Community College	522 FTE	731
Total	1,281 FTE	1,435
Total Public Higher Education		
Public Colleges	7,659 FTE	5,330
Public Universities	14,707 FTE	10,251
Community Colleges	1,281 FTE	1,435
Total	23,647 FTE	23,016

FTE from Technical Report on Fiscal & Budgetary Information

1973-74 FTE was 23,016 and there was an FTE capacity of 23,647. The closing of Western Montana College would reduce the FTE capacity of the University System by 1,609 producing a deficit of 978 in FTE capacity using the 1973-74 data. A predicted FTE of over 25,000 in public higher education for 1980-81 would produce a shortage of FTE capacity of 2,962 if Western's buildings were not used. The addition of 1,609 FTE capacity of Western would reduce this deficit to 1,353 FTE capacity.

There is no logic in closing one institution only to launch an expensive building program at another. Any argument that Western students could be accommodated at the other institutions without additional building space, requirements or staff would appear rebutted by the $20,000,000 long range building program priority list of capital project requests, 1973-75 Biennium:

Projects resulting in additional **ACADEMIC** Space	$5,363,000.00
Projects resulting in additional **SUPPORT** Space	2,107,000.00
Projects upgrading existing **ACADEMIC** Space	6,742,700.00
Projects upgrading existing **SUPPORT** Space	2,244,000.00
Site development — Land Acquisition	1,631,500.00
TOTAL	$18,088,200.00

The Long Range Building requests presented by six units July 1, 1974 totaled $29,000,000 with $14,000,000 recommended for legislative approval for the 1975-1977 biennium.

The crisis of declining enrollments doesn't gain much support in this area.

Abandonment of any existing facilities by the University system would in effect waive options for the future in Montana. The question of a school of Veterinary Medicine for Montana could some day become a reality with proper planning. The question of using existing facilities at Western Montana College has never been researched nor has the question of moving a department or departments, education, for example, from Bozeman to

Western, which would then provide room for a Vet school with greatly reduced building costs.

The shock treatment of Western as a throw-away campus should be repugnant to every taxpayer in Montana. It is saying in effect, that the state of Montana is dead; it will not grow or need new programs. It leaves no room for options, expansion, or error in predicting the future growth of Montana. If present enrollment projections should turn out to be as inaccurate as past projections, the University system will undoubtedly need all of the available facilities and more. In fact the enrollment projections made by this Commission in May 1974 became invalid by November 1974.

8. **Legal Problems**

The practical and legal realities presented to the Commission were not answered but should be reported for future reference. Among them were:

1. The Enabling Act adopted by Congress setting aside 100,000 acres of land for the support of a Noraml school at Dillon and a School of Mines. Our Constitution and government provide that "these funds should remain inviolated for the purpose for which they are dedicated."
2. The contract between the State and the United States Department of Health, Education and Welfare involving loans and grants under the provisions of the Higher Education Facilities Act of 1963, as amended,provides that the State will operate and maintain the project as an academic facility for at least the period of federal interest in the case of a grant and in the case of a loan for as long as the government holds any of the bonds, or for a period of twenty years following completion of the facilities, whichever is longer.

   In addition, there are outstanding student Building Fee and Land Grant Income Revenue Bonds whereby the State assured "undisturbed use of possession for the purpose of the construction and operation of the facilities for not less than 75 years from the date of the application."
3. The trust deed for Western's academic facility site conveyed December 1, 1894.
4. The question of who has authority, the Board of Regents or the Legislature, to close any institution.
5. Should the court rule the Regents have such authority, a Constitutional amendment could be placed on the ballot restructuring the University system and limiting its power.
6. The proposed Constitutional amendment to permit aid to sectarian schools might well do more harm than good to the educational system of the State.
7. Disposition of private trust and legacy funds given to Western and Tech for loans and scholarships.
8. Breach of faith to students attending the institutions on loans and scholarships.

9. **Economic Realities**

There were no fiscal notes attached to the staff report, and the Commission report also contains no summary of the amount of money required to implement the recommendation. This glaring deficiency of making recommendations without regard to costs and leaving the financial, economic and practicable problem to the Legislature and Governor to solve is not good educational planning. This Commission should have offered firm and positive solutions to quality of education, duplication of courses, and cost of output, and then these recommendations for additional money might be acceptable to the taxpayers who must pay the bill.

10. **Regents' Authority**

The recommendation that the Regents assume control over all allocation of funds and schools, with the authority to establish and terminate units isolates the entire higher education system from the control of any elected officials responsible to the citizens and taxpayers. The new Constitutional provision providing for a Commissioner of Higher Education and giving more authority to the Regents was passed with the intent that all powers would be exercised within the existing framework of the University System consisting of all **six units**.

The practical, political and economic chaos created by any unit's closure would cause irreparable harm to the entire University System for the years to come. As pointed out by Dr. Durham, "Those who can appreciate the facts which confront state governments, tax revenues, and legislatures, and who envy for higher education in its just role (no more, no less) in the state, had better concern themselves with a more perfectly coordinated state system." Durham recommended building strength in the office of an executive secretary, but on **premises that the permanence of the existing six units was assured**.

By the continuing attack on the smaller units of the system by those who obviously desire only two large units in the State, Bozeman and Missoula, the entire system of education within the State will suffer, and the "system's fair share of the tax dollar may be eroded away by the more unified approaches of highway, welfare, health and public school 'foundation programs.' " (Durham Report, p. 45)

Montanans rebel at the thought of giving dictatorial power to a commission, board or bureau at any time, and the commission system may well be short-lived or rendered ineffective should it commence with radical actions without public support.

It is well known that Northern was a pre-commission candidate for closure, and this continuing attack on the smaller units makes it more difficult for Northern to maintain personnel and enrollment. This Commission and Board of Regents could give strong support to this institution by eliminating the duplicated elementary education departments at MSU and U of M, and thereby insure its future rather than negative recommendations looking forward to its closure.

11. **Western**

The Commission recommends four basic **criteria** for determining the need for an institution of higher education without reference to the cost to the student, the total cost of the product to the taxpayer, or the success of the graduates. This over-simplified criteria, 15 lines to be exact, purportedly justified **radical** recommendations affecting Western. The Commission, however, has recommended four pages of criteria to be met before an existing program can be discontinued at any unit. With a $300,000.00 appropriation the Commission fails to make a single cost saving recommendation pertaining to existing programs at the major units. Only Western and Tech are required to justify their existence, apparently for the sole reason that they are small. Not even the junior colleges with smaller enrollments are confronted with this situation.

(A) Western Montana College has been educating teachers for the schools of Montana and the national for seventy-seven years. Throughout its history it has catered to the student of limited means providing education to the student at a cost lower than at any other unit of the University System. The cost to the student for 1974-75 at Western is $305.00 below the average costs at the other units and $463.00 less than the cost at the most expensive unit. Western's costs to the state per student have ranked lowest or next to lowest historically, except for the attack year, 1973-74. Even in this one exceptional year Western management operated the school within its budget when at least one of the larger units had to request a large supplemental appropriation. Western's combined cost to the State and student remains the lowest in the University System. The statements that the small schools are more expensive are completely false.

(B) Western's primary purpose is the instruction and training of teachers for the public schools of Montana. Its programs are geared to that function and its graduates accepted in every are of Montana. There is no surplus of graduates from Western — almost all receive jobs, with 90% staying in the State to teach, many in small rural communities where they adjust well to the social environment. Over 188 graduates presently hold positions as principals, superintendents, and supervisors in Montana schools, while many other administrators attended Western for various lesser periods. The Commission made no study as to the quality of education at Western or at nay of the units. Any such study must necessarily include the acceptance, demands, and success of its graduates.

The success and placement of Western graduates will compare favorably with any teachers' school in the nation. The Commission admittedly made no assessment of this fact in reaching their conclusion.

(C) The staff report, page 11-2 (1), had this to say about the types of institutions:

> "Type of institution — university, four-year college, community college. The more modest the role of an institution and the more limited its programs, the more likely it will be able to maintain quality, diversity, and efficiency with a relatively small enrollment. Therefore, the minimum viable enrollment of a community college is less than that of a four-year college, which, in turn, is lower than that of a university."

Western has maintained quality, diversity, and efficiency with a relatively small enrollment. Bigness is not the goal of many Montanans, and bigness in education, as in other branches of government, has yet to be proved more efficient. All classes are taught by well qualified instructors in daily contact with the student. The human qualities and values must be measured as well as the economics of cost and maintenance.

There are many high school graduates in Montana who prefer to attend a small college. The Commission report implies that an enrollment of 1,000 students should be the minimum size for any four-year college, and yet the report does not show data to substantiate this figure in terms of quality education or student progress.

Western had an enrollment of 1,072 in 1969 and 1,042 in 1970. Would the conclusion then be that the graduates in those years were more qualified than the graduates in 1972, when the enrollment was 839 students?

The demand for, and success of, Western's graduates in all the above years justifies its continued role as a teacher education college.

(D) Montana is not dead. Despite the gloomy projection Montana will continue to grow and will have a continuing demand for well trained teachers in the primary and secondary schools. Montana is gaining population daily. Early retirement, changed teacher-pupil ratios, kindergarten, special ed and continuing new programs will require trained teachers.

The closure of any unit of postsecondary education will close with it options for the future of Montana students.

Restructuring present programs within the framework of the existing systems will eliminate duplication, decrease costs, and leave viable options for the future.

(E) The abandonment of a physical plant worth $15,000,000.00 at one unit while at the same time continuing with new building programs at the larger units denies the recommendations that the existing facilities can absorb Western's students. The logic of transferring from the large high-cost, crowded units to the smaller, lower-cost units where space is available is completely ignored. The elementary education departments at Bozeman and Missoula should be transferred back to Western, Northern, and Eastern, where facilities are available, costs lower, and programs geared to this express purpose. This would eliminate duplication in the area from 5 to 3 units which would be geographically well situated to serve the teacher needs of Montana.

(F) Any recommendations affecting a unit of the University System without any concern for the economic impact to the people involved, life long employees, teachers, students, and parents, or to the community or State is incredible. Economic impact statements and environmental impact statements should be mandatory.

(G) The Constitutional goal of educational opportunity is ignored, as well as the commission's goal of equal opportunity without regard to economic status.

Recommendations:

1. Western Montana College should be continued with its primary purpose the instruction and training of teachers for public schools of Montana.

   The training of elementary education teachers should be shared with Eastern and Northern and discontinued at MSU and U of M, thereby reducing the duplication of these courses from 5 schools to 3 schools geographically well situated to serve the needs of the State of Montana. This would utilize existing space available at the colleges and alleviate the crowded conditions at the universities.

   Economic benefits would result as the teacher loads assignments are presently lower at the universities and salaries higher. Such restructuring would return this assignment back to the colleges where it has always been until 1953, when due to increasing teacher demand and college enrollments, the Regents permitted MSU and U of M to offer programs in this area.

2. That further studies be undertaken to establish a school of veterinary medicine in Montana utilizing existing facilities to the extent possible at Western Montana College, either to establish the school at Western or by transferring teacher training programs from MSU to Western to provide space at MSU, thereby eliminating or greatly reducing building costs.

3. The Regents have a responsibility to see that the physical facilities now available in the University System be utilized to an optimum before considering the building of additional facilities. Some of this might be done by regrouping related programs.

Submitted by:
Carl M. Davis
John L. Peterson
George B. Schotte

UNIVERSITY OF CALIF.
LOS ANGELES

DEC 20 1971

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